DOCUMENT RESUME

ED 372 261	CE 066 877
TITLE	Employment and Training for America's Homeless: Report on the Job Training for the Homeless Demonstration Program. Report to Congress.
INSTITUTION	James Bell Associates, Inc., Arlington, VA.
SPONS AGENCY	Employment and Training Administration (DOL), Washington, DC. Office of Strategic Planning and Policy Development.
PUB DATE	94
CONTRACT	99-1-4701-79-086-01
NOTE	292p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC12 Plus Postage.
DESCRIPTORS	Adult Education; Demonstration Programs; Economically Disadvantaged; *Employment Programs; *Employment Services; *Homeless People; *Housing; Housing Needs; *Job Placement; *Job Training; National Programs; Program Effectiveness; Program Evaluation
IDENTIFIERS	*Job Training for the Homeless Demonstration Prog

ABSTRACT

The Job Training for the Homeless Demonstration Program (JTHDP) was evaluated to assess its implications for providing effective employment and training services for homeless persons. Findings indicated that it is feasible to establish employment and training programs at the local level to serve the general homeless population and specific subgroups. Only a small percentage of the homeless population were being served by Department of Labor employment and training programs. A wide variety of public and private agencies successfully established and operated employment and training programs for homeless persons. JTHDP experience underscored the importance of providing a comprehensive range of services, which often required linkages with other service providers. Comprehensive and ongoing participant assessment was critical to identifying specific obstacles to employment and to tailoring services to needs. Other necessary program components were short-term job search/placement services and long-term follow-up and support. JTHDP experience indicated that about one-third of homeless participants in a mature national employment and training program would be likely to secure jobs, about 40 percent would be likely to upgrade housing, and about one-fourth would secure permanent housing. Costs varied substantially across sites. (Appendixes, amounting to approximately one-half of the report, include synopses of JTHDP exploratory phase, phase I, and phase II projects and detailed breakdown of participant characteristics.) (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 372 261

Employment and Training For America's Homeless: Report on the Job Training for the Homeless Demonstration Program

Report to Congress

U.S. Department of Labor
Employment and Training Administration

1994

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality

- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy

BEST COPY AVAILABLE

Material contained in this publication is in the public domain and may be reproduced, fully or partially, without permission of the Federal Government. Source credit is requested but not required. Permission is required only to reproduce any copyrighted material contained herein.

This material will be made available to sensory impaired individuals upon request.
Voice phone: 202-219-7664
TDD* phone: 1-800-326-2577

*Telecommunications Device for the Deaf.

CE

Employment and Training For America's Homeless: Report on the Job Training for the Homeless Demonstration Program

Report to Congress

U.S. Department of Labor
Robert B. Reich, Secretary

Employment and Training Administration
Doug Ross, Assistant Secretary

Office of Strategic Planning and Policy Development
Raymond J. Uhalde, Acting Deputy Assistant Secretary

1994

BACKGROUND ON REPORT AND ITS PREPARATION

This evaluation report on the Job Training for the Homeless Demonstration Program was prepared pursuant to Section 736 of the Stewart B. McKinney Homeless Assistance Act. It was transmitted to the President, the Congress, and the Interagency Council on the Homeless on November 12, 1993.

The primary purpose of the demonstration is to provide information and direction for the future of job training for homeless persons. The report covers the results of the program from its inception in September 1988 through April 1992.

The report was written under the direction of the Office of Strategic Planning and Policy Development of the Department of Labor's Employment and Training Administration by James Bell Associates, Inc. (JBA). The authors are John W. Trutko, of JBA; Burt S. Barnow, of the Institute for Policy Studies at Johns Hopkins University; Susan Kessler Beck, of JBA; and Frances R. Rothstein, of Rothstein Consulting, Inc. The report was prepared under Department Contract No. 99-1-4701-79-086-01.

ACKNOWLEDGEMENTS

This report was prepared under the direction of the Office of Strategic Planning and Policy Development (OSPPD), Employment and Training Administration, U.S. Department of Labor. Tom NaSell served as OSPPD's Project Officer, providing valuable oversight and guidance throughout the study period and during preparation of this report. John Heinberg, who played an important role in the establishment of the Job Training for the Homeless Demonstration Program (JTHDP), provided assistance with the evaluation design and insightful comments on the manuscript.

We also would like to acknowledge the assistance and guidance of others within OSPPD, including: Raymond Uhalde, Robert Litman, Karen Greene, and David Lah. And we would like to thank Lafayette Grisby, Gus Morrison, and Robert Rann of OSPPD's Division of Research and Demonstration for their assistance with the national evaluation effort and for comments on this report.

In addition, we want to thank the JTHDP sites for their efforts in collecting and maintaining data on program participants. Site managers and staff also were very generous in sharing their knowledge about effective strategies for providing employment and training services for the homeless. Finally, we want to acknowledge the efforts of R.O.W. Sciences, the national evaluator during the initial phases of JTHDP.

The Authors

TABLE OF CONTENTS

PAGE

LIST OF ABBREVIATIONS ix

EXECUTIVE SUMMARY ES-1

CHAPTER 1: INTRODUCTION 1-1

- A. BACKGROUND 1-1
- B. OVERVIEW OF THE JOB TRAINING FOR THE HOMELESS DEMONSTRATION PROGRAM 1-3
  - 1. Authorizing Legislation and Guidelines 1-3
  - 2. Overview of Program Logic and Structure 1-5
  - 3. JTHDP Implementation 1-7
- C. ORGANIZATION OF THIS REPORT 1-10

CHAPTER 2: PARTICIPANT CHARACTERISTICS 2-1

- A. CHARACTERISTICS OF JTHDP PARTICIPANTS 2-2
- B. KEY SUBPOPULATIONS SERVED BY JTHDP 2-17
  - 1. Mentally Ill Individuals 2-19
  - 2. Chemically Dependent Individuals 2-24
  - 3. Long-Term Homeless Persons 2-27
  - 4. Unmarried Males 2-28
  - 5. Homeless Families 2-29
- C. COMPARISON OF JTHDP PARTICIPANTS TO THE CHARACTERISTICS OF THE U.S. HOMELESS POPULATION 2-31
- D. COMPARISON OF THE CHARACTERISTICS OF JTHDP AND JTPA PARTICIPANTS 2-33

TABLE OF CONTENTS (CONTINUED)

PAGE

CHAPTER 3: PROGRAM DESIGN/IMPLEMENTATION, SERVICES, AND COORDINATION 3-1

A. PROGRAM DESIGN 3-1

B. PROGRAM SERVICES 3-3

1. Initial Services (Outreach, Intake, and Assessment) 3-4

2. Case Management 3-7

3. Education and Training Services 3-8

4. Job Development, Placement, and Postplacement Services . . . 3-10

5. Housing Services 3-11

6. Supportive Services 3-13

C. PROGRAM COORDINATION AND LINKAGES 3-14

1. Importance of Coordination and Linkages 3-14

2. Scope and Characteristics of Linkages 3-15

3. Barriers to Coordination of Services 3-17

CHAPTER 4: PROGRAM AND PARTICIPANT OUTCOMES 4-1

A. ANALYSES BASED ON SITE-LEVEL DATA 4-1

1. Number of Homeless People Served 4-4

2. Number and Percentage of JTHDP Participants Trained 4-4

3. Average Length of Training 4-6

4. Number and Percentage of Participants Obtaining Employment 4-8

5. Average Hourly Wage at Placement 4-8

TABLE OF CONTENTS (CONTINUED)

PAGE

6. Types of Jobs Obtained by Participants 4-9

7. Number and Percentage of Participants Employed at the 13th Week After Initial Job Placement 4-11

8. Average Hourly Wage During the 13th Week After Placement 4-12

9. Number and Percentage of Participants with Upgraded Housing 4-12

10. Average Training Costs 4-13

11. Average Cost per Job Placement 4-14

B. ANALYSES BASED ON PARTICIPANT-LEVEL DATA 4-14

1. Job Placement Rate 4-15

2. Employment Retention Rate 4-21

3. Improvement of Housing Conditions 4-22

CHAPTER 5: FINDINGS, CONCLUSIONS, AND IMPLICATIONS 5-1

A. MAJOR FINDINGS RELATING TO THE DESIGN OF EFFECTIVE EMPLOYMENT AND TRAINING SERVICES FOR HOMELESS PERSONS 5-1

1. Employment and Training Programs Can Be Relatively Effective and Serve a Wide Spectrum of the Homeless 5-1

2. A Small Percentage of the U.S. Homeless Population Are Currently Being Served by DOL Employment and Training Programs 5-2

3. A Wide Variety of Public and Private Agencies Can Successfully Establish and Operate Employment and Training Programs for Homeless Persons 5-3

TABLE OF CONTENTS (CONTINUED)

PAGE

4. Employment and Training Programs for Homeless Persons Must Offer a Wide Array of Services (Including Housing Services), Often Requiring Linkages with Other Service Providers 5-4

5. Employment and Training Programs Serving Homeless Individuals Require Comprehensive Assessment and Ongoing Case Management 5-5

6. Employment and Training Programs for Homeless Persons Need to Provide Short-Term Job Search/Placement Services . . 5-6

7. Long-Term Follow-Up and Support Is Needed to Effectively Serve Homeless Persons 5-7

8. JTHDP Suggests That About One-Third of Homeless Participants in a Mature National Employment and Training Program Would Be Likely to Secure Jobs, and Nearly Half of Those Securing Jobs Would Be Likely to Be Employed 13 Weeks Later 5-8

9. JTHDP Suggests About 40 Percent of Homeless Participants in a Mature National Employment and Training Program Would Be Likely to Upgrade Their Housing and About One-Fourth Would Secure Permanent Housing 5-9

10. Average Training and Placement Costs for Employment and Training Programs for the Homeless Are Likely to Vary Substantially Across Sites Depending Upon the Types of Participants Served and Types of Training Provided 5-10

B. CONCLUSIONS AND IMPLICATIONS 5-11

LIST OF APPENDICES

APPENDIX A: DOL/HUD MEMORANDUM OF UNDERSTANDING

APPENDIX B: JTHDP QUARTERLY REPORTING FORM

APPENDIX C: SYNOPSES OF JTHDP EXPLORATORY PHASE PROJECTS

APPENDIX D: SYNOPSES OF JTHDP PHASE I PROJECTS

APPENDIX E: SYNOPSES OF JTHDP PHASE II PROJECTS

APPENDIX F: DETAILED BREAKDOWN OF JTHDP PARTICIPANT CHARACTERISTICS

LIST OF EXHIBITS

PAGE

EXHIBIT 1-1: JTHDP LOGIC MODEL 1-6

EXHIBIT 1-2: OVERVIEW OF JTHDP IMPLEMENTATION EXPERIENCE AND OUTCOMES, BY PHASE 1-8

EXHIBIT 1-3: GEOGRAPHIC LOCATION OF JTHDP SITES, PHASES I AND II 1-11

EXHIBIT 1-4: STATE-BY-STATE LISTING OF JTHDP PROJECTS FUNDING DURING PHASE I AND PHASE II 1-12

EXHIBIT 2-1: AGE OF JTHDP PARTICIPANTS 2-3

EXHIBIT 2-2: GENDER OF JTHDP PARTICIPANTS 2-3

EXHIBIT 2-3: RACE/ETHNICITY OF JTHDP PARTICIPANTS 2-5

EXHIBIT 2-4: MARITAL STATUS OF JTHDP PARTICIPANTS 2-5

EXHIBIT 2-5: EDUCATION OF JTHDP PARTICIPANTS 2-7

EXHIBIT 2-6: EDUCATIONAL CERTIFICATE ATTAINMENT OF JTHDP PARTICIPANTS 2-7

EXHIBIT 2-7: EMPLOYMENT STATUS OF JTHDP PARTICIPANTS 2-9

EXHIBIT 2-8: HOURS WORKED DURING THE WEEK BEFORE JTHDP INTAKE AMONG THOSE WORKING 2-9

EXHIBIT 2-9: NUMBER OF WEEKS NOT WORKING DURING THE 26 WEEKS BEFORE INTAKE 2-10

EXHIBIT 2-10: SOURCES OF INCOME DURING THE 6 MONTHS BEFORE JTHDP INTAKE 2-11

EXHIBIT 2-11: GROSS EARNINGS DURING THE 6 MONTHS BEFORE JTHDP INTAKE 2-12

EXHIBIT 2-12: HEALTH INSURANCE STATUS AT JTHDP INTAKE 2-12

EXHIBIT 2-13: HOUSING STATUS AT INTAKE 2-14

EXHIBIT 2-14: NUMBER OF MONTHS HOMELESS BEFORE INTAKE 2-14

LIST OF EXHIBITS (CONTINUED)

PAGE

EXHIBIT 2-15: REASONS FOR HOMELESSNESS IDENTIFIED BY JTHDP PARTICIPANTS 2-16

EXHIBIT 2-16: LEADING OBSTACLES TO EMPLOYMENT IDENTIFIED BY JTHDP PARTICIPANTS 2-16

EXHIBIT 2-17: COMPARISON OF CHARACTERISTICS OF KEY SUBPOPULATIONS SERVED BY JTHDP 2-20

EXHIBIT 2-18: COMPARISON OF JTHDP PARTICIPANTS TO USERS OF SOUP KITCHENS AND SHELTERS 2-32

EXHIBIT 2-19: COMPARISON OF THE AGE OF JTHDP AND JTPA PARTICIPANTS 2-35

EXHIBIT 2-20: COMPARISON OF RACE/ETHNICITY, JTHDP AND JTPA PARTICIPANTS 2-35

EXHIBIT 2-21: EDUCATION AND EMPLOYMENT STATUS OF JTHDP AND JTPA PARTICIPANTS 2-36

EXHIBIT 2-22: RECEIPT OF GOVERNMENT ASSISTANCE BY JTHDP AND JTPA PARTICIPANTS 2-36

EXHIBIT 4-1: SUMMARY OF OUTCOMES FOR PHASES I AND II 4-3

EXHIBIT 4-2: SUMMARY OF JTHDP PROGRAM OUTCOMES 4-5

EXHIBIT 4-3: JTHDP KEY PROGRAM OUTCOMES, PER SITE AVERAGES 4-5

EXHIBIT 4-4: SUMMARY OF JTHDP KEY OUTCOME RATES 4-7

EXHIBIT 4-5: AVERAGE HOURLY RATE AT PLACEMENT AND 13 WEEKS 4-7

EXHIBIT 4-6: OCCUPATIONAL CATEGORIES FOR PLACED JTHDP PARTICIPANTS 4-10

EXHIBIT 4-7: AVERAGE TRAINING AND PLACEMENT COSTS FOR JTHDP PARTICIPANTS 4-10

LIST OF EXHIBITS (CONTINUED)

PAGE

EXHIBIT 4-8: EMPLOYMENT OUTCOMES BY PARTICIPANT CHARACTERISTICS 4-17

EXHIBIT 4-9: COMPARISON OF HOUSING STATUS AT INTAKE AND LAST RECORDED CLIENT CONTACT 4-23

EXHIBIT 4-10: COMPARISON OF HOUSING OUTCOMES FOR PLACED AND NOT PLACED PARTICIPANTS 4-23

LIST OF ABBREVIATIONS

AFDC	Aid to Families with Dependent Children
DOL	U.S. Department of Labor
ETA	Employment and Training Administration (of the Department of Labor)
FY	Fiscal Year
GED	General Equivalency Degree
HUD	U.S. Department of Housing and Urban Development
JOBS	Job Opportunity and Basic Skills
JTHDP	Job Training for the Homeless Demonstration Program
JTPA	Job Training Partnership Act
MOU	Memorandum of Understanding
OJT	On-the-Job Training
PIC	Private Industry Council
PY	Program Year
SDA	Service Delivery Area
SRO	Single-Room Occupancy
SSDI	Social Security Disability Income
SSI	Supplemental Security Income

EXECUTIVE SUMMARY

PURPOSE

This report presents the results to date of the Job Training for the Homeless Demonstration Program (JTHDP) and assesses its implications for providing effective employment and training services for homeless persons in the United States. As specified in the Stewart B. McKinney Homeless Assistance Act, the evaluation of the demonstration presents data on and includes an assessment of:

- the number of homeless individuals served;
- the number of homeless individuals placed in jobs;
- the average length of training time under the project;
- the average training cost under the project; and
- the average retention rate of placements of homeless individuals after training.

To that end, this report is intended to address four major questions:

- Who does JTHDP serve? (see Chapter 2)
- How does it serve these participants? (see Chapter 3)
- What are the outcomes for participants and costs related to serving these participants? (Chapter 4)
- What lessons have been learned about providing job training services for homeless individuals and what should be done in the future to better serve this population? (Chapter 5)

BACKGROUND

Under Section 731 of the McKinney Homeless Assistance Act (Public Law 100-77), the U.S. Department of Labor (DOL) was authorized to plan, implement, and evaluate a job training demonstration program for homeless persons. The resulting JTHDP, which is administered by DOL's Employment and Training Administration (ETA), is the first comprehensive nationwide federal program specifically designed to train homeless individuals and assist them in securing jobs and permanent housing.

JTHDP has been implemented in three distinct phases. Exhibit ES-1 provides an overview of these phases. In order to respond to the mandate of the McKinney Act, DOL/ETA provided $7.7 million in funding for 33 local projects[1] beginning in September 1988. This phase -- to which we refer in this report as an **exploratory or planning phase** -- was designed to initiate the demonstration effort, test its feasibility, help shape the direction of the demonstration, and develop a methodology for the evaluation. The results of this exploratory phase were reported on in detail in an earlier DOL/ETA report.[2]

This report focuses on the two phases -- what we have termed **Phase I and Phase II** -- that followed the exploratory phase. As shown in Exhibit ES-1, during **Phase I**, which extended from September 1989 through April 1991, DOL provided $17 million in grant funds to 45 projects. Fifteen of the Phase I projects had been funded previously under the exploratory phase.

In November 1990, ETA announced a new initiative for JTHDP based on a Memorandum of Understanding between DOL and the Department of Housing and Urban Development. This initiative placed greater emphasis on enrolling adults, providing comprehensive supportive services, providing more job development and retention services, and providing transitional housing during training and permanent housing after placement. Although program activities under this initiative -- to which we refer as

---

[1] One grantee, the Boston Indian Council, was terminated early in the program.

[2] R.O.W. Sciences, Job Training for the Homeless: Report on Demonstration's First Year, Research and Evaluation Report, Series 91-F, DOL/ETA, 1991.

EXHIBIT ES-1: OVERVIEW OF JTHDP IMPLEMENTATION EXPERIENCE AND OUTCOMES, BY PHASE

CHARACTERISTIC/ OUTCOME	EXPLORATORY PHASE	PHASE I	PHASE II	TOTAL
DURATION	Sept. 1988- Aug. 1989	Sept. 1989- Apr. 1991	May 1991- Apr. 1992	Sept. 1988- Apr. 1992
FUNDING ($ MILLIONS)	$7.7	$17.0	$8.5	$33.2
PROJECT SITES	32	45	20	62
NUMBER OF PARTICIPANTS	7,396	13,920	6,740	28,056
NUMBER TRAINED	4,600	10,629	4,980	20,209
NUMBER PLACED IN EMPLOYMENT	2,435	4,676	2,351	9,462
NUMBER OF HOUSING UPGRADES	1,993	4,935	2,847	9,775
% OF PARTICIPANTS PLACED	33%	34%	35%	34%
% OF PLACED PARTICIPANTS EMPLOYED AT 13 WEEKS	40%	43%	53%	44%

Notes: There was a total of 62 sites because of multi-year funding of some projects. During Phase I, 15 of 32 exploratory sites were re-funded. In Phase II, 20 of the Phase I sites were refunded. The Tucson Indian Center was added as a grantee in September 1991 (bringing the total number of JTHDP sites to 63); however, it was not included in the analysis because results from the first year of operation were not yet available.

Source: Quarterly Reports submitted to DOL/ETA by JTHDP sites.

Phase II in this report -- are still underway, results from the first year (lasting from May 1991 through April 1992) under the latest initiative are now available. A limited competition among the 45 Phase I sites resulted in a total of 20 projects funded for Phase II (beginning in May 1991), receiving total grant funds of $8.5 million.

Study findings and implications are based on the following sources: (1) summary quarterly outcome and financial reports submitted by JTHDP sites, (2) client-level data maintained by sites, (3) local evaluation reports produced by sites, (4) visits to sites by staff from the national evaluator, and (5) telephone discussions and regular contacts with sites.

RESULTS IN BRIEF

Based on JTHDP experience to date, we conclude that it is feasible to establish employment and training programs at the local level to serve successfully the general homeless population and specific subgroups of the homeless population. Such programs are relatively effective, when taking into account the difficulty of serving this extremely disadvantaged population. Since its inception in 1988, over 28,000 homeless individuals have been served by demonstration sites, about 20,000 individuals have received training, about 9,500 individuals have obtained employment, and about 9,800 individuals have upgraded their housing condition. About 4,200 of the 9,500 individuals placed in jobs remained employed 13 weeks after placement.

Demonstration experience clearly indicates, though, that it takes more than employment and training services to help many homeless individuals to find and keep jobs. If the Job Training Partnership Act (JTPA) or other nationwide employment and training initiatives are to serve effectively a large number and cross-section of America's homeless population, the results imply that such programs will need to specifically target outreach and enrollment efforts on homeless individuals. In addition, such programs will need to provide a wide array of services -- including job training, job development and placement services, housing assistance, post-placement follow-up and support, and a range of other supportive services -- and through assessment and case management tailor such services to specific needs of each participant. A number of options for expanding availability and enhancing effectiveness of employment and training services for America's homeless population are discussed below.

PRINCIPAL FINDINGS

1. Employment and Training Programs Can Successfully Serve a Wide Spectrum of the Homeless.

Based on JTHDP experience to date, it can be concluded that it is feasible to establish employment and training programs at the local level to serve successfully the general homeless population and specific subgroups of the homeless population. As designed and implemented by DOL, program sites have served the full spectrum of the homeless population, including mentally ill individuals, chemically dependent persons, dislocated workers, displaced homemakers, families, individuals who have been homeless for long periods, physically disabled persons, and many other subgroups. A signficant minority of those served were able to overcome multiple barriers to employment to secure (and retain) jobs and permanent housing. In fact, one of the surprising findings of the analyses of participant-level data was that once homeless individuals were enrolled in JTHDP the chances of successful employment outcomes (i.e., job placement and retention) were not all that different across specific homeless subpopulations, and that it was difficult to predict success based simply on the circumstances or characteristics of participants at the time of intake. Some general characteristics of JTHDP participants during Phases I and II include the following:

- Participants ranged in age from 14 to 79 years. The average age was 32 years -- with about half (51 percent) being young adults between 22 and 34 years of age.
- About two-thirds (65 percent) were male.
- Slightly over half (52 percent) were black; 38 percent were white.
- Approximately 10 percent were currently married.
- Slightly more than one-third (37 percent) had not received a high school diploma or GED.
- Half (50 percent) indicated that they had not been employed for 20 or more weeks during the 26 weeks prior to JTHDP participation.
- Two-thirds (66 percent) had no health insurance.
- Half (50 percent) spent the night before they applied for JTHDP services in a shelter and 9 percent were living on the street.
- Most participants had recently become homeless -- 60 percent had been homeless for less than four months.

A comparison of the characteristics of homeless individuals enrolled in JTHDP with those in other studies of homeless individuals suggests that although similar in terms of race and martial status, JTHDP participants were somewhat more employable -- as measured by level of education, length of homelessness, and recent work experience. Nevertheless, the population served by JTHDP was clearly characterized by substantial barriers to employment.

Participants in JTHDP and in programs for adults funded under JTPA Title II-A were similar with regard to age and educational achievement. About the same proportion of JTHDP participants (11 percent) were employed at intake as for adult JTPA participants (13 percent). However, compared to adult participants in JTPA, JTHDP participants were more likely to be black. JTHDP participants were considerably more likely to be male, and accordingly, were less likely to receive food stamps and Aid to Families with Dependent Children (AFDC) assistance. As might be also expected, the characteristics of JTHDP participants were more like the characteristics of homeless individuals served by JTPA than the characteristics of the general adult population served by JTPA.

2. A Small Percentage of the U.S. Homeless Population Are Currently Being Served by DOL Employment and Training Programs.

In FY 1991, approximately 8,000 homeless participants were served under the JTPA Title II-A program. An additional 6,750 were served by JTHDP in 14 urban areas across the country. Given recent estimates of the homeless population at nearly one million in the U.S.,[3] only a small proportion are receiving services from DOL employment and training programs. JTHDP experience gives evidence that a substantial minority of the homeless population can immediately benefit from employment and training programs.

3. A Wide Variety of Public and Private Agencies Can Successfully Establish and Operate Employment and Training Programs for Homeless Persons.

There are many organizations -- both public and private -- at the state and local level that can effectively design and operate employment and training programs for homeless populations. In fact, during the last open competition for JTHDP grant funds, DOL/ETA received over 300 grant applications. A total of 62 grantees -- including JTPA Service Delivery Areas (SDAs), mental health organizations, shelters, a variety of agencies operated under city governments, community action committees, education agencies (e.g., a community college, a vocational training institute, and a county public school system), and a variety of other agencies -- have designed, developed, and implemented demonstration efforts serving varying homeless subpopulations. However, there was substantial variation in employment and housing outcomes across grantees during both Phases I and II; based on data available from the demonstration, it is not yet possible to determine whether any specific approach to service delivery is clearly more or less effective in serving homeless persons.

---

[3] For example, if the Urban Institute's estimate that more than one million persons in the United States were homeless at some time during 1987 is used, the number of homeless persons served through JTPA Title II-A annually represents less than one percent of America's homeless population. Even including the homeless persons served by JTHDP and the Homeless Veterans' Reintegration Projects, all three programs served an estimated two percent of the homeless population.

4. Employment and Training Programs for Homeless Persons Must Offer a Wide Array of Services (Including Housing Services), Often Requiring Linkages with Other Service Providers.

JTHDP experience underscores the importance of providing a comprehensive range of services to meet the varied needs and problems faced by homeless persons. It is not enough for programs serving homeless persons to provide only direct job search or occupational training services. As discussed in Chapter 2, each homeless person faces a different mix of barriers to overcoming homelessness. These barriers must be addressed before individuals are likely to secure long-term employment and permanent housing. Program experience suggests that at a minimum -- either through the sponsoring agency or effective linkages with other local service providers -- the following core services must be made available to serve homeless individuals responsively:

- case management and counseling;
- assessment and employability development planning;
- chemical dependency assessment and counseling, with referral as appropriate to outpatient and/or inpatient treatment;
- other supportive services (e.g. child care, transportation, mental health assessment/counseling/referral to treatment, other health care services, motivational skills training, and life skills training);
- job training services, including (a) remedial education and basic skills/literacy instruction, (b) job search assistance and job preparatory training, (c) job counseling, (d) vocational and occupational skills training, (e) work

experience, and (f) on-the-job training;

- job development and placement services;
- post-placement follow-up and support services (e.g., additional job placement services, training after placement, self-help support groups, mentoring); and
- housing services (e.g., emergency housing assistance, assessment of housing needs, referrals to appropriate housing alternatives, and development of strategies to address gaps in the supply of housing for participants).

5. Employment and Training Programs Serving Homeless Individuals Require Comprehensive Assessment and Ongoing Case Management.

Analyses of participant-level data, as well as evidence from interviews with JTHDP staff, suggest that most homeless individuals face multiple barriers to employment and that these barriers are not always evident at the time of intake. For example, chemical dependency, poor reading skills, a history of domestic abuse, and mental health issues are often not revealed by participants at the time of intake. Hence, comprehensive and ongoing participant assessment is critical to identifying specific obstacles to employment and to tailoring services to meet the specific needs of each individual. Closely related to comprehensive assessment is the need for ongoing case management. Program experience suggests that a case management approach -- typically, under which a participant is assigned to and monitored by an agency case worker -- is a critical ingredient in tailoring services to specific needs of the homeless participants. Case management also enables agency staff to monitor the progress of participants toward their individualized goals and alter the mix of services to respond to changing circumstances or needs of the participant. For some subpopulations of the homeless -- particularly individuals who (a) have severe and prolonged mental illness, (b) are actively (or have recently been) chemically dependent, or (c) have been homeless over long periods -- there is likely to be a greater need for intensified case management and long-term support services than normally provided through traditional employment and training programs.

6. Employment and Training Programs for Homeless Persons Need to Provide Short-Term Job Search/Placement Services.

A substantial proportion of homeless individuals served under the demonstration were primarily interested in obtaining employment and improving their housing situation in the shortest time possible. This was particularly the case among many non-disabled males, who had no access to AFDC or SSI, and generally did not qualify for housing assistance (such as Section 8 or public housing). Even though many homeless individuals lack the education and occupational training/experience to qualify for higher paying jobs, their urgent need for income and housing often means they have little interest in (or ability to attend) longer-term occupational training needed to obtain higher skilled/paying jobs. Hence, unless an agency is serving a special needs population (such as mentally ill persons), employment and training programs serving homeless individuals need to include a program component that provides short-term job search and placement services. These services should be structured so that participants can move from intake through assessment and a job search workshop, and into job search/job development, within a two- to three-week period. Such direct employment strategies should be supplemented by an array of support services to meet special needs of participants and provide information and referral services so that interested participants can obtain longer-term occupational training/education once they have stabilized their situations.

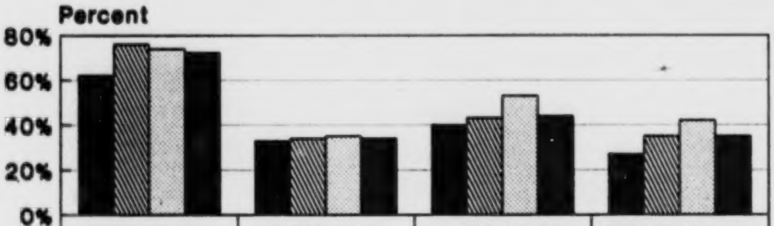
7. Long-Term Follow-Up and Support Is Needed to Effectively Serve Homeless Persons.

JTHDP experience suggests that as part of the case management process, it is important to provide long-term follow-up and support for program participants. For most homeless individuals, the problems that led to homelessness do not suddenly disappear upon entering the workplace or securing permanent housing. Hence, even after job placement, many homeless individuals still need supportive services and an objective and informed person to guide them. By providing follow-up services and ongoing case management (for six months or even longer after a participant has secured a job), agencies can help to troubleshoot problems (before they become bigger problems) and assure that participants do not return to homelessness. An added benefit is that agencies are better able to track long-term success of their services and adjust service delivery strategies accordingly.

8. JTHDP Suggests That About One-Third of Homeless Participants in a Mature National Employment and Training Program Would Be Likely to Secure Jobs, and Nearly Half of Those Securing Jobs Would Be Likely to Be Employed 13 Weeks Later.

Since its inception in 1988, despite considerable cross-site variation, job placement rates (when combined across all grantees) have been relatively stable at about one-third of JTHDP participants. Job placement rates were 33 percent for the exploratory phase, 34 percent for Phase I, and 35 percent for Phase II (see Exhibit ES-2). If mature programs are carefully structured to include follow-up and retention strategies, about half of those placed in jobs can be expected to be employed (in the same or a different job) 13 weeks after the initial placement. Retention rates have increased for grantees since the inception of JTHDP -- from 40 percent during the exploratory phase to 43 percent during Phase I to 53 percent during Phase II. Anecdotal evidence from sites suggests that case management, long-term (six months and later) follow-up with program participants, and a variety of other retention strategies (e.g., mentoring) were important factors in boosting retention rates.

Exhibit ES-2:
Summary of JTHDP Key Outcome Rates



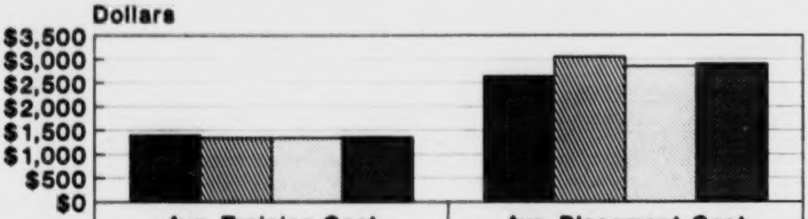
	Trained	Placed	Retained	Upgrade Hous'g
Exploratory	62%	33%	40%	27%
Phase I	76%	34%	43%	35%
Phase II	74%	35%	53%	42%
Total	72%	34%	44%	35%

Program Outcomes

■ Exploratory ▨ Phase I □ Phase II ■ Total

Note: Rates are a percent of the # of participants, except retention which is based on # placed.

Exhibit ES-3:
Average Training and Placement Costs for JTHDP Participants



	Avg. Training Cost	Avg. Placement Cost
Exploratory	$1,394	$2,633
Phase I	$1,340	$3,047
Phase II	$1,347	$2,854
Total	$1,354	$2,892

■ Exploratory ▨ Phase I □ Phase II ■ Total

Note: Training costs are per JTHDP participant; placement costs are per participant placed.

Demonstration experience indicates the likelihood of wide variations in employment outcomes across agencies involved in providing employment and training services for homeless individuals. For example, during Phase II, placement rates ranged from below 20 percent to nearly 90 percent -- with sites arrayed at various points between these two extremes. Variation in employment and housing outcomes across sites may be explained by a number of factors, including:

- differences in characteristics of participants served (e.g., number and types of barriers to employment),
- differences in service delivery strategies, and
- differences in local employment and housing conditions.

In terms of employment outcomes, all subgroups of the homeless population experienced relatively similar placement rates. While there was some variation in outcomes across distinct homeless subgroups, what was most surprising was the lack of substantial variation. For example, among the five subgroups profiled in Chapter 4, there was only a difference of six percentage points between the subgroup with the highest job placement rate (participants with chemical dependency problems, 37 percent) and the subgroup with the lowest placement rate (mentally ill individuals, 31 percent). This lack of variation suggests that it is possible for properly structured employment and training programs to serve successfully a wide spectrum of homeless persons.

9. JTHDP Suggests About 40 Percent of Homeless Participants in a Mature National Employment and Training Program Would Be Likely to Upgrade Their Housing and About One-Fourth Would Secure Permanent Housing.

During Phases I and II, at the time of exit from JTHDP, about 40 percent of those that participated in the program upgraded their housing and about one-fourth secured permanent housing. However, to achieve these (or better) housing outcomes it is necessary to incorporate housing services into such programs. During Phase II, DOL/ETA required sites to implement strategies aimed at assisting participants to secure not only jobs, but also improved housing. Because these strategies have been tested by sites for only one year (during Phase II), it is possible that, over time and with refinement of housing intervention strategies, even better results could be achieved in this area.

In comparison to job placement rates and employment retention rates, there was considerably greater variation in housing outcomes among program participants. In particular, among the various subpopulations served, families (i.e., participants with children) generally were substantially more successful in securing permanent housing. The success of families in securing housing appears to be related to greater availability of housing assistance for families versus single individuals. This points to the need for programs serving homeless persons to consider carefully how housing assistance is made available to all types of homeless persons -- including, for example, single males who are generally unable to secure subsidized housing within local communities.

10. Average Training and Placement Costs for Employment and Training Programs for the Homeless Are Likely to Vary Substantially Across Sites Depending Upon the Types of Participants Served and Types of Training Provided.

The average cost of training per JTHDP participant in federal grant funds was about $1,350 and the average cost per placement was about $2,900 (see Exhibit ES-2). These costs are based on the annual JTHDP grant dollars expended by each site divided by the number of participants trained/placed by each site. Costs of services provided through linkages with other organizations and from required grantee matching funds are not included. There was substantial variation across sites in these costs. For example, during Phase II, the average training cost per participant from federal funds ranged from $669 in one site (offering primarily direct job placement services) to $2,961 in another site (offering substantial occupational-skills training). A number of factors contributed to these cross-site differences, including: differences in participant characteristics, program size, intensity and types of training services provided, and ability of sites to leverage assistance through other service providers. The service delivery model used by sites appeared to have particular impact on average training costs -- sites utilizing a direct employment model (e.g., primarily providing job search/placement assistance) for most of their participants typically had substantially lower training costs per participant than those sites that provided longer-term occupational skills training.

CONCLUSIONS AND IMPLICATIONS

To date, JTHDP has provided a wealth of data and analysis on possible options for serving homeless persons and suggests ways in which a national employment and training policy might be structured to help America's homeless population to move along the path toward self-sufficiency. Based on this analysis, a series of implications of the findings are offered that suggest ways to improve both access to and quality of employment and training services for homeless persons in the United States.

- **Implication #1: Access of America's Homeless Persons to Employment and Training Services Through JTPA Title II-A Could Be Enhanced.** As discussed above, relatively few homeless persons (8,000 individuals in PY 1991) have been served in recent years under JTPA Title II-A. In addition to recent changes (introduced by the JTPA Amendments) targeting "hard-to-serve" individuals, it may be necessary for the federal government to provide SDAs technical assistance on the most effective ways to structure services for homeless subpopulations. As demonstrated under JTHDP, there are a number of strategies that SDAs should consider in order to increase the number of homeless persons served and to ensure effective service delivery:
    - **Expand outreach and recruitment practices to include linkages with homeless-serving agencies** (e.g., shelters, soup kitchens) so that staff and participants of those agencies are familiar with the services JTPA has to offer and the procedures for obtaining those services.
    - **Incorporate a housing intervention strategy into the program.** SDAs need to develop a housing intervention strategy, including linkages with local providers of transitional and permanent affordable housing.

Housing stability is a key element in providing employment and training services and assuring post-job placement success for homeless people.

- **Expand their current coordination arrangements** to ensure that homeless participants have access to a wide range of support services, including chemical dependence counseling, health services, and transportation assistance.

- **Seek state incentive grant set-asides** to enhance SDAs' ability to meet the various needs of homeless people, particularly housing-related needs. These set-asides are a source of funding to enable SDAs to provide housing and other support services.

- **Provide additional training to their staff and to their service providers** on the needs of homeless people, the variety of referral agencies locally available to meet those needs, and the best practices for serving homeless participants as identified through JTHDP evaluation findings and program experience. They should also consider joint training with agencies whose primary mission is serving homeless individuals.

- **Implication #2: Encourage Employment and Training Programs Serving Homeless Individuals to Use a Long-Term Job Retention and Housing Strategy.** A next step in the development of strategies to serve homeless persons is to recommend strongly that prospective grantees (under JTHDP or other initiatives serving the homeless) develop long-term (up to a year after initial placement) job retention and housing strategies. Several JTHDP sites have experimented with longer-term case management and follow-up. They report that these strategies have been instrumental in helping program participants to maintain employment and secure permanent housing.

- **Implication #3: Extend the Period for Tracking Employment and Housing Outcomes of Participants of Employment and Training Programs for Homeless Persons.** Longer-term (six months and beyond) follow-up of employment and housing outcomes for JTHDP participants is needed in determining the effectiveness of specific employment and training interventions. When possible, the use of unemployment insurance records to monitor -- perhaps only for a random sample of program participants -- would provide a way of tracking longer-term employment and earnings. Future research and evaluation should be directed toward discovering how vulnerable program participants are to returning to homelessness because of skills deficits, chemical dependency abuse, mental illness, or other factors. Finally, to the extent possible, evaluation efforts should build in comparison and control groups that permit analyses of the net effects of interventions such as JTHDP on program participants.

- **Implication #4: Encourage Local Housing Authorities to Target Homeless Participants in Federal Employment and Training Programs for Transitional and Permanent Housing Opportunities.** Homeless families served by JTHDP were substantially more likely to secure permanent housing than homeless individuals. In part, the success of families in securing permanent housing was related to generally greater access to housing assistance through programs such as Section 8 and public housing. Because of inadequate supply of public housing units, Section 8 housing certificates, and low-cost single room occupancy (SROs) units in some JTHDP sites, a considerable number of JTHDP participants (particularly single males) have encountered serious obstacles to securing permanent housing. This points to the need for even closer cooperation between agencies providing housing assistance and those providing employment and training services. Local housing authorities and other providers of low-cost housing and assistance need to be strongly encouraged to serve homeless persons enrolled in employment and training programs, including single males. For example, several JTHDP sites have suggested that specific guidelines on methods for implementing the DOL/HUD Memorandum of Understanding are needed.

- **Implication #5: When Funding Permits, Provide Multi-Year Grants to Successful Employment and Training Programs for Homeless Persons.** JTHDP sites report that it has been difficult to maintain continuity of staff and to plan for future years with one-year grants and uncertainty surrounding future availability of funding. In addition, grantees report that a one-year period is often insufficient to plan and implement the comprehensive services that are needed to serve effectively many homeless individuals. Hence, consideration should be given to making multi-year funding commitments (three-to-five years in duration), contingent upon satisfactory performance and continued availability of program funds.

CHAPTER 1

INTRODUCTION

A. BACKGROUND

During the past decade, homelessness has been the subject of increasing public attention. This attention has been generated in part by a number of important changes in the homeless population, including substantial increases in estimated numbers and shifts in the socioeconomic and demographic composition to include more families and the working poor. Based on direct counts in shelters and soup kitchens, an Urban Institute study estimated that between 500,000 and 600,000 individuals were homeless in the United States during a seven-day period in March 1987.[1] Using this point-in-time estimate as a basis, the Urban Institute estimated that more than one million persons in the United States were homeless at some time during 1987.[2] The Urban Institute survey also reported that the number of homeless in the United States grew rapidly between 1983 and 1987.

In addition to growing in size, recent studies suggest that there have been substantial shifts in the underlying characteristics of homeless persons. For example, a recent study by Rossi indicated that in contrast to the "old homeless" of the 1950s (who were typically older males residing in inexpensive hotels on "skid row"), the "new homeless" tended to be younger, contain a disproportionate number of ethnic minorities, and include a higher proportion of females, mentally-ill individuals, and families.[3]

---

[1] M. Burt and B. Cohen, America's Homeless: Number, Characteristics, and Programs that Serve Them, Urban Institute Report 89-3, July 1989.

[2] Burt and Cohen (1989), p. 32.

A number of factors appear to be contributing to changes in the size and characteristics of the homeless population in the United States, including: economic restructuring, which has led to job loss and changing skill requirements; a lack of affordable housing; more restrictive eligibility requirements for welfare and disability benefits; the deinstitutionalization and lack of mental health care services for mentally ill persons; and the recent prolonged economic recession.

In response to apparent increases in the size and changes in the composition of the homeless population in the United States, Congress enacted the McKinney Homeless Assistance Act (Public Law 100-77) in 1987. This Act represents the nation's most comprehensive piece of legislation for the homeless population and includes nearly 20 provisions to meet the needs of homeless persons. It provides for emergency shelter, food, health care, mental health care, housing, education, job training, and other community services. This Act, probably more than any other piece of federal legislation, recognized the need to pull together the resources of a variety of government agencies to provide comprehensive services for homeless individuals and families.

Each federal agency is required to submit an annual report to Congress and the Interagency Council on the Homeless (which was created by the McKinney Act). This report has been prepared, in part, to fulfill the Department of Labor's obligations to the Congress and the Interagency Council.

---

[3] P. Rossi, "The Older Homeless and the New Homeless in Historical Perspective," American Psychology, 45:954-959, 1990.

B. OVERVIEW OF THE JOB TRAINING FOR THE HOMELESS DEMONSTRATION PROGRAM

1. Authorizing Legislation and Guidelines

The Job Training for the Homeless Demonstration Program (JTHDP) was authorized under Section 731 of the McKinney Act. Under this legislation, the Department of Labor (DOL) was authorized to plan, implement, and evaluate a job training demonstration program for homeless individuals. The resulting JTHDP, which is administered by DOL's Employment and Training Administration (ETA), is the first comprehensive nationwide federal program specifically designed to train homeless individuals and place them in jobs.

The overall purpose of the demonstration is to "provide information and direction for the future of job training for homeless Americans." Two supporting goals of JTHDP are:

- to gain information on how to provide effective employment and training services for homeless individuals; and
- to learn how states, local public agencies, private nonprofit organizations, and private businesses can develop effective systems of coordination to address the causes of homelessness and meet the needs of the homeless.[4]

Since the program's inception in FY 1988, ETA has been interested in testing innovative and replicable approaches to providing employment and training services for homeless individuals. Projects may serve the full spectrum of the homeless population or emphasize assistance to subgroups within the general homeless population, such as mentally ill persons, chemically dependent individuals, families with children, single men, single women, or youth. In general, projects have been given wide latitude in how to structure their service delivery, but they must provide or arrange for the following services:

- outreach, intake, and enrollment;

---

[4] Federal Register, Vol. 54, No. 78, Tuesday, April 25, 1989, p. 17859.

- case management and counseling;
- assessment and employability development planning;
- necessary alcohol and other drug abuse assessment and counseling with referral as appropriate to outpatient and/or inpatient treatment;
- other supportive services (e.g. child care, transportation, mental health assessment/counseling/referral to treatment, other health care services, motivational skills training, and life skills training);
- job training services, including (a) remedial education and basic skills/literacy instruction, (b) job search assistance and job preparatory training, (c) job counseling, (d) vocational and occupational skills training, (e) work experience, and (f) on-the-job training;
- job development and placement services;
- post-placement follow-up and support services (e.g., additional job placement services, training after placement, self-help support groups, and mentoring); and
- housing services (e.g., emergency housing assistance, assessment of housing needs, referrals to appropriate housing alternatives, and development of strategies to address gaps in the supply of housing for participants).

In implementing these activities, grantees are encouraged to collaborate with other federal, state, and local programs serving homeless individuals. For example, a recent Memorandum of Understanding between the Department of Housing and Urban Development (HUD) and DOL (see Appendix A), that serves as an underpinning for the current grantees, has stressed better coordination of jobs and housing for participants.

The McKinney Act mandated a strong emphasis on evaluation of JTHDP to support the development of "knowledge for future policy decisions on job training for homeless individuals." The evaluation effort is being conducted at two levels: (a) individual project evaluations; and (b) a national evaluation across all grantee projects. The national evaluation is intended to address six key evaluation questions:

- What are the characteristics of participants served by JTHDP projects?

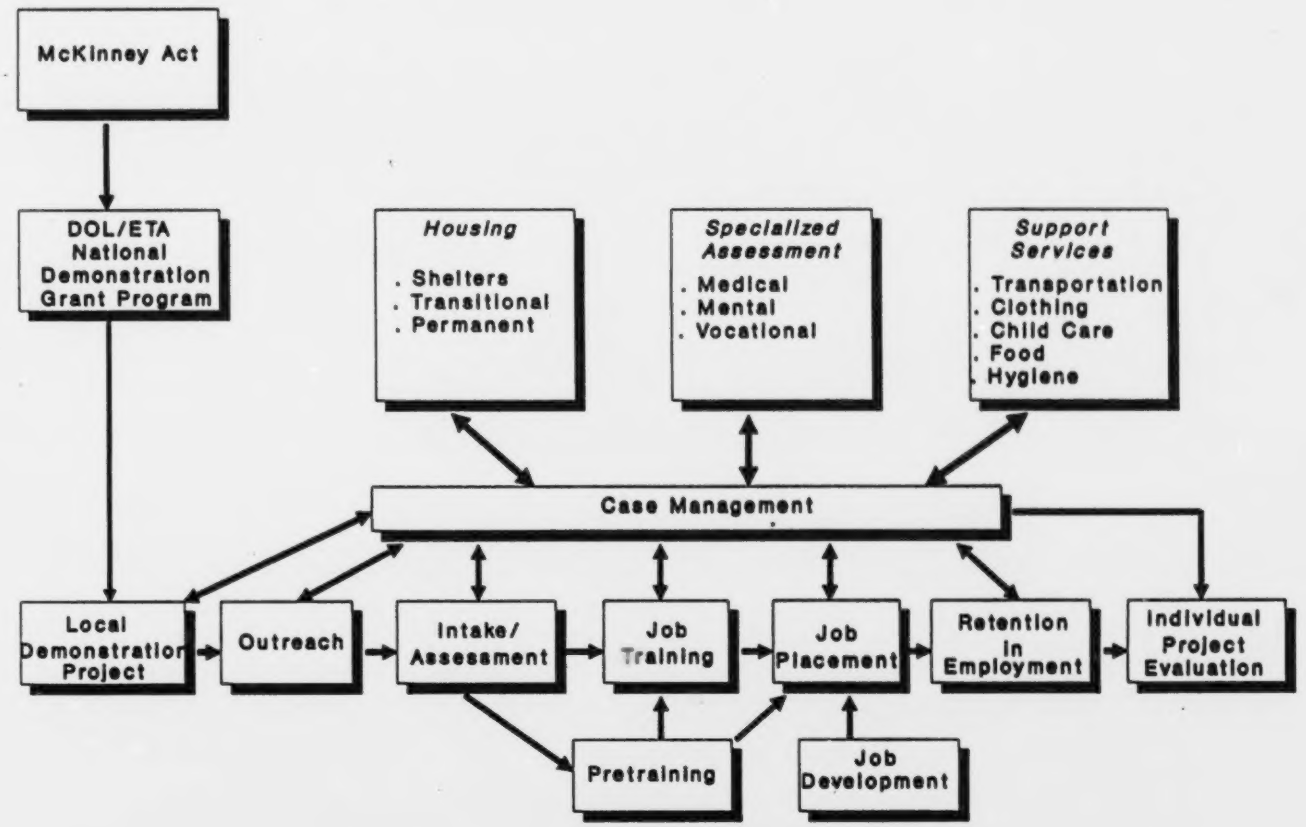
- What are the key program services?
- What are the factors that affect program implementation?
- What are the program linkages?
- What are the key outcomes of JTHDP projects?
- What are the most effective approaches to providing employment and training services to homeless individuals?

Individual projects, as a condition of participation in the demonstration, are required to make data available (on a quarterly basis) on a specific set of performance measures (see Appendix B), as well as submit individual project evaluation reports. To support cross-project comparisons, DOL/ETA has provided grantees with technical assistance on all aspects of the evaluation and defined specific process and outcome measures that each site must use (e.g., number of homeless individuals served, number of homeless individuals placed in jobs, average length of training time, average training costs, and others).

2. Overview of Program Logic and Structure

From the outset, DOL realized that no two local projects would be alike. However, in 1989 a generalized "logic model" addressing participant flow and services was developed to assist local project operators and those responsible for monitoring and evaluating project implementation and outcomes. As illustrated in Exhibit 1-1, the key elements captured by this model are: (1) a "traditional" sequence of employment and training services -- outreach followed by intake/assessment, job training, job placement, and retention; (2) a wide range of supportive services, including housing, transportation, and child care; and (3) case management as the element that would assist the participant

EXHIBIT 1-1: JTHDP LOGIC MODEL


McKinney Act
DOL/ETA National Demonstration Grant Program
Housing
. Shelters
. Transitional
. Permanent
Specialized Assessment
. Medical
. Mental
. Vocational
Support Services
. Transportation
. Clothing
. Child Care
. Food
. Hygiene
Case Management
Local Demonstration Project
Outreach
Intake/ Assessment
Job Training
Job Placement
Retention in Employment
Individual Project Evaluation
Pretraining
Job Development

Source: R.O.W. Sciences, Inc., Job Training for the Homeless Demonstration Program: First Year Experience, 1991.

in securing employment, housing, and other needed services.

After some experience implementing the program, it became clear that a "sequential" service delivery model could not meet the needs of all participants seeking services. Although some participants sought this broad range of services in sequence, many had the need and/or the skills to proceed directly from intake/assessment to job search and placement. Others, such as those residing in halfway houses, already had a case manager who was assisting them to secure housing and support services. Hence, this group needed JTHDP assistance primarily to secure employment and/or training services. As a result, over time the service delivery models used by JTHDP sites evolved and became more individualized -- typically increasingly relying on the results of the intake/assessment process and the participant's expressed needs.

3. JTHDP Implementation

JTHDP has been implemented in three distinct phases. Exhibit 1-2 provides an overview of these phases. To respond to the mandate of the McKinney Act, DOL/ETA selected and provided $7.7 million in funding for 32 local projects beginning in September 1988.[5] This phase -- which we refer to in this report as the **exploratory or planning phase** -- was designed to initiate the demonstration effort, test its feasibility, help shape the direction of future phases of the demonstration, and develop a methodology for the evaluation. During this exploratory phase, which lasted 12 months (September 1988 through August 1989), the project sites:

- served a total of about 7,400 participants,

---

[5] Thirty-two of the 33 grantees implemented local projects; one grantee experienced organizational problems and was terminated before the project was implemented.

EXHIBIT 1-2: OVERVIEW OF JTHDP IMPLEMENTATION EXPERIENCE AND OUTCOMES, BY PHASE

CHARACTERISTIC/ OUTCOME	EXPLORATORY PHASE	PHASE I	PHASE II	TOTAL
DURATION	Sept. 1988-Aug. 1989	Sept. 1989-Apr. 1991	May 1991-Apr. 1992	Sept. 1988-Apr. 1992
FUNDING ($ MILLIONS)	$7.7	$17.0	$8.5	$33.2
PROJECT SITES	32	45	20	62
NUMBER OF PARTICIPANTS	7,396	13,920	6,740	28,056
NUMBER TRAINED	4,600	10,629	4,980	20,209
NUMBER PLACED IN EMPLOYMENT	2,435	4,676	2,351	9,462
NUMBER OF HOUSING UPGRADES	1,993	4,935	2,847	9,775
% OF PARTICIPANTS PLACED	33%	34%	35%	34%
% OF PLACED PARTICIPANTS EMPLOYED AT 13 WEEKS	40%	43%	53%	44%

Notes: There was a total of 62 sites because of multi-year funding of some projects. During Phase I, 15 of 32 exploratory sites were re-funded. In Phase II, 20 of the Phase I sites were refunded. The Tucson Indian Center was added as a grantee in September 1991 (bringing the total number of JTHDP sites to 63); however, it was not included in the analysis because results from the first year of operation were not yet available.

Source: Quarterly Reports submitted to DOL/ETA by JTHDP sites.

- provided at least one employment or training service for 4,600 participants, and
- placed approximately 2,400 participants in jobs (33 percent of participants).

The results of the exploratory phase were reported in an earlier report prepared by DOL/ETA and, hence, are not detailed in this report.[6]

This report focuses on the two phases -- what we have termed **Phase I and Phase II** -- that followed the exploratory phase. As shown in Exhibit 1-2, during **Phase I**, which extended from September 1989 through April 1991, DOL provided $17.0 million in funds for 45 projects, which were selected in an open competition from nearly 300 candidate sites. Fifteen of these Phase I projects had also been funded under the exploratory phase.[7]

In November 1990, ETA announced a new initiative for JTHDP based on a Memorandum of Understanding between DOL and the Department of Housing and Urban Development. This initiative (implemented in May 1991) placed greater emphasis on enrolling adults, providing comprehensive supportive services, providing more job development and retention services, and providing transitional housing during training and permanent housing after placement. Although program activities under this initiative -- which we refer to as **Phase II** in this report -- are still underway, results from the first year (May 1991 through April 1992) are now available. A limited competition among the 45

---

[6] U.S. Department of Labor, Employment and Training Administration, Job Training for the Homeless: Report on Demonstration's First Year, Research and Evaluation Report Series 91-F, 1991.

[7] Details on the number of participants served, trained, and employed for Phase I and Phase II projects are presented in Chapter 4.

Phase I sites resulted in a total of 20 projects[8] funded for Phase II (beginning in May 1991), receiving total grant funds of $8.5 million.

The geographic location of the JTHDP sites funded under Phase I and Phase II are shown in Exhibit 1-3. A listing of these projects can be found in Exhibit 1-4. Brief descriptions of each project (including those funded during JTHDP's Exploratory Phase) can be found in Appendices C-E.

Finally, as shown (earlier) in Exhibit 1-2, since its inception in September 1988 through the end of April 1992, JTHDP has:

- provided funding for delivery of employment and training services at 62 project sites,
- served almost 28,100 participants,
- provided at least one employment or training service for about 20,200 participants (72 percent of participants),
- placed 9,500 participants in jobs (34 percent of participants),
- upgraded housing for about 9,800 participants (35 percent of participants), and
- collected retention data on participants placed in jobs (44 percent of the participants placed in jobs were employed 13 weeks after placement).

C. ORGANIZATION OF THIS REPORT

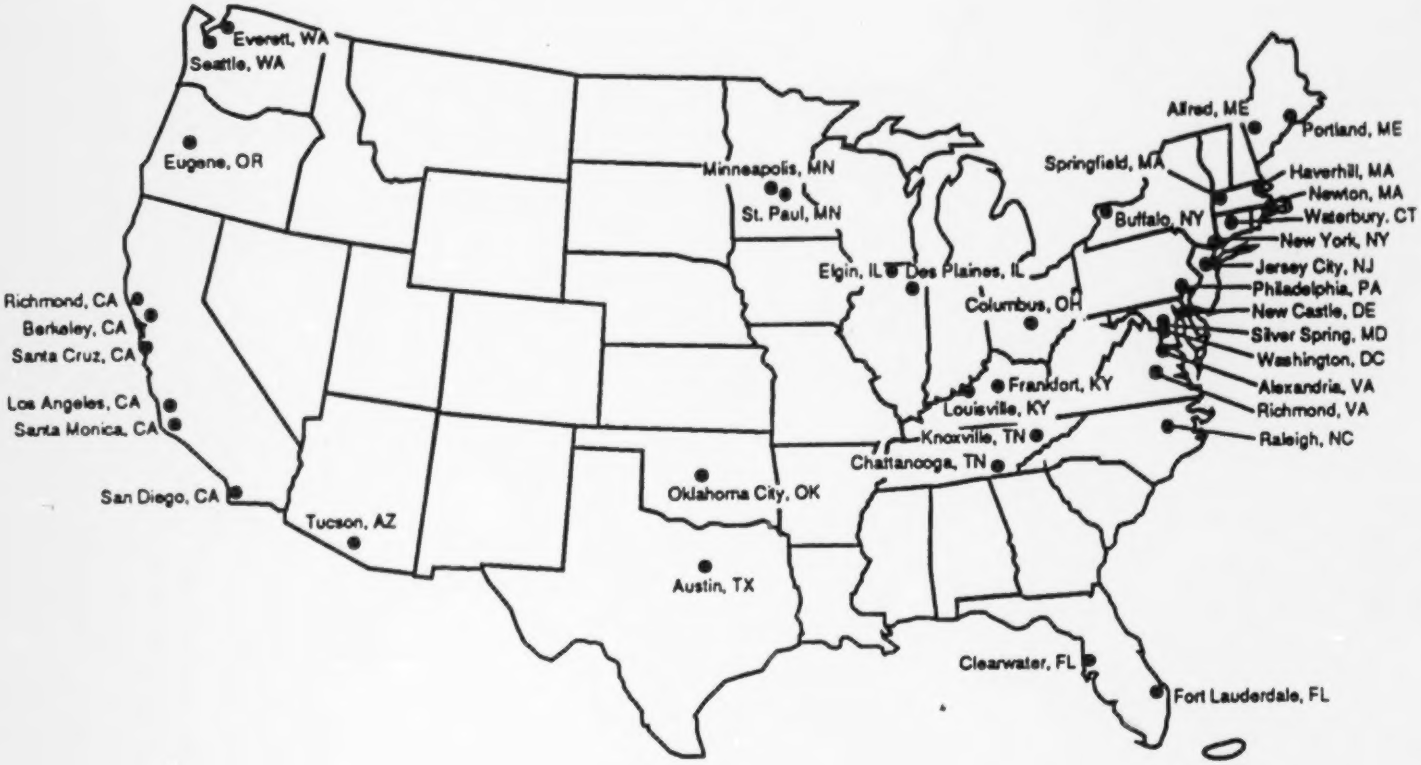
The chapters that follow are designed to address four major questions:

- Who does JTHDP serve? (see Chapter 2)
- How does it serve these participants? (see Chapter 3)
- What are the outcomes for participants and costs related to serving these participants? (Chapter 4)

---

[8] The Tucson Indian Center (in Arizona) was funded in late September 1991, bringing the number of JTHDP sites to 21 for Phase II. Results from the first year of operation of this site were not available for inclusion in this report.

EXHIBIT 1-3: GEOGRAPHIC LOCATION OF JTHDP SITES, PHASES I AND II


Everett, WA
Seattle, WA
Eugene, OR
Richmond, CA
Berkeley, CA
Santa Cruz, CA
Los Angeles, CA
Santa Monica, CA
San Diego, CA
Tucson, AZ
Minneapolis, MN
St. Paul, MN
Oklahoma City, OK
Austin, TX
Elgin, IL
Des Plaines, IL
Columbus, OH
Frankfort, KY
Louisville, KY
Knoxville, TN
Chattanooga, TN
Clearwater, FL
Fort Lauderdale, FL
Alfred, ME
Portland, ME
Springfield, MA
Haverhill, MA
Newton, MA
Waterbury, CT
Buffalo, NY
New York, NY
Jersey City, NJ
Philadelphia, PA
New Castle, DE
Silver Spring, MD
Washington, DC
Alexandria, VA
Richmond, VA
Raleigh, NC

Source: R.O.W. Sciences, Inc., Job Training for the Homeless Demonstration Program: Final Evaluation Report (Draft), 1991.

EXHIBIT 1-4:
STATE-BY-STATE LISTING OF JTHDP PROJECTS FUNDED DURING PHASE I AND PHASE II

PROJECT ORGANIZATION	CITY/STATE	PHASE I	PHASE II
Tucson Indian Center	Tucson, AZ		X
Jackson Employment Center*	Tucson, AZ	X	X
Center for Independent Living* (CIL)	Berkeley, CA	X	X
Watts Labor Community Action Committee (Watts Labor CAC)	Los Angeles, CA	X	
Rubicon Programs, Inc* (Rubicon)	Richmond, CA	X	
San Diego Regional Employment and Training Consortium (San Diego RETC)	San Diego, CA	X	X
County of Santa Cruz, Human Resources Agency (County of Santa Cruz)	Santa Cruz, CA	X	
Step Up On Second, Inc.* (Step Up On Second)	Santa Monica, CA	X	
City of Waterbury	Waterbury, CT	X	X
ARCH Training Center, Inc.* (ARCH)	Washington, DC	X	
Home Builders Institute (HBI)	Washington, DC	X	X
Jobs for Homeless People, Inc. (Jobs for Homeless People)	Washington, DC	X	X
Delaware Department of Health and Social Services* (Delaware DHSS)	New Castle, DE	X	
Business and Industry Employment Development Council, Inc. (BIEDC)	Clearwater, FL	X	
Broward Employment and Training Administration* (BETA)	Fort Lauderdale, FL	X	
Northern Cook County Private Industry Council (Northern Cook County PIC)	Des Plaines, IL	X	
Elgin Community College*	Elgin, IL	X	X
Kentucky Domestic Violence Association (KDVA)	Frankfort, KY	X	X
Jefferson County Public Schools*	Louisville, KY	X	X
York County Shelters, Inc. (York County Shelters)	Alfred, ME	X	
City of Portland	Portland, ME	X	
Boys and Girls Clubs of Greater Washington (Boys and Girls Clubs)	Silver Spring, MD	X	X
Community Action, Inc. (Community Action)	Haverhill, MA	X	
Education Development Center (EDC)	Newton, MA	X	
Massachusetts Career Development Institute* (MCDI)	Springfield, MA	X	X
Hennepin Co. Training and Employment Assistance Office (Hennepin Co. TEA)	Mineapolis, MN	X	X
City of St. Paul, Job Creation and Training Section * (City of St. Paul)	St. Paul, MN	X	X
Corporation for Employment and Training, Inc.* (CET)	Jersey City, NJ	X	
Friends of the Night People, Inc. (Friends of the Night People)	Buffalo, NY	X	
Argus Community, Inc. (Argus)	New York, NY	X	X
City of New York, Department of Employment (City of New York DOE)	New York, NY	X	
City of New York, Human Resources Administration (City of New York HRA)	New York, NY	X	
Fountain House, Inc. (Fountain House)	New York, NY	X	X
Wake County Job Training Office* (Wake County)	Raleigh, NC	X	
Friends of the Homeless, Inc. (Friends of the Homeless)	Columbus, OH	X	X
HOPE Community Services, Inc. (HOPE) Community Services	Oklahoma City, OK	X	
Southern Willamette Private Industry Council (Southern Willamette PIC)	Eugene, OR	X	
Mayor's Office of Community Services	Philadelphia, PA	X	
Southeast Tennessee Private Industry Council (Southeast Tennessee PIC)	Chattanooga, TN	X	X
Knoxville-Knox Co. Community Action Committee (Knoxville-Knox Co. CAC)	Knoxville, TN	X	X
Austin/Travis County Private Industry Council* (Austin/Travis County PIC)	Austin, TX	X	
City of Alexandria	Alexandria, VA	X	
Telamon Corporation (Telamon)	Richmond, VA	X	
Snohomish County Private Industry Council (Snohomish County PIC)	Everett, WA	X	X
Seattle Indian Center	Seattle, WA	X	
Seattle-King County Private Industry Council* (Seattle-King County PIC)	Seattle, WA	X	X

* Indicated that project was also funded during JTHDP's exploratory phase (i.e, FY 1988)

- What lessons have been learned about providing job training services for homeless individuals and what could be done in the future to better serve this population? (Chapter 5)

The report focuses on Phase I and Phase II of the demonstration effort (i.e., the period covering September 1989 through April 1992). Study findings and implications are based on the following sources: (1) summary quarterly outcome and financial reports submitted by JTHDP sites, (2) client-level data maintained by JTHDP sites, (3) local evaluation reports produced by JTHDP sites, (4) visits to JTHDP projects by staff from the national evaluator, and (5) telephone discussions and regular contacts with JTHDP sites. The contents of each chapter of the report are summarized below.

Chapter 2, Participant Characteristics, describes the demographic characteristics, educational attainment, labor market experience, pre-program housing situation, reasons for homelessness, and obstacles to employment for program participants. Analyses are conducted for all participants served during Phases I and II, as well as across five key subgroups: mentally ill persons, chemically dependent individuals, long-term homeless individuals, unmarried males, and homeless families. The chapter concludes with comparisons of JTHDP participant characteristics with those of the general homeless population and homeless and non-homeless participants in JTPA Title II-A.

Chapter 3, Program Design/Implementation, Services, and Coordination, describes the services offered through JTHDP and how they have varied by phase and across program sites. This chapter also describes and assesses the role that program coordination/linkages have played in the design and implementation of JTHDP. It includes analysis of the extent and characteristics of coordination, as well as the barriers to coordination that sites have encountered.

Chapter 4, Program Outcomes and Costs, examines key program outcomes (e.g., job placement, job retention, upgrading of housing) and cost (e.g., cost per placement), then uses participant-level data collected by sites to begin to analyze factors that may have affected outcomes for program participants.

Chapter 5, Conclusions and Implications, describes the principal report findings and provides a series of implications relating to the delivery of employment, training, and housing services for the homeless population in the United States.

CHAPTER 2:

PARTICIPANT CHARACTERISTICS

Recognizing the diversity of the homeless population in the United States and the difficulty that many homeless persons face in obtaining the types of assistance needed to achieve economic self-sufficiency, JTHDP was intended to serve a wide spectrum of homeless individuals:

> ...ETA intends that the demonstration program as a whole will include the full spectrum of homeless people -- not only the most job ready or those easiest to serve.[1]

Within this broad mandate to serve homeless individuals, JTHDP sites were also given the flexibility to target assistance to specific homeless subpopulations, such as mentally ill individuals, chemically dependent persons, individuals with long spells of homelessness, families, and unmarried males.

This chapter provides an overview of the basic characteristics of JTHDP participants, including demographic characteristics, education and employment histories, reasons for homelessness, and housing situation prior to JTHDP participation. Analyses within this chapter are based on participant-based data collected by JTHDP sites and entered into a management information system.[2] Unless otherwise noted, data presented in the text are for Phase I and Phase II combined. The chapter also profiles several homeless subgroups that have been served by JTHDP. The chapter concludes with a comparison of characteristics of those served by JTHDP with the general homeless population and with Job Training Partnership Act (JTPA) Title II-A participants.

---

[1] Federal Register, Vol. 54, No. 78, Tuesday, April 25, 1989.

[2] Participation in this system was voluntary on the part of JTHDP sites. Data were available on 71 percent of the 20,660 participants served during Phase I and Phase II.

A. CHARACTERISTICS OF JTHDP PARTICIPANTS

As a group, JTHDP participants reflect both the mandate of the program (i.e., to serve "the full spectrum of homeless people") and the diversity of today's homeless population. Below, key characteristics of the homeless persons served by JTHDP are highlighted.[3]

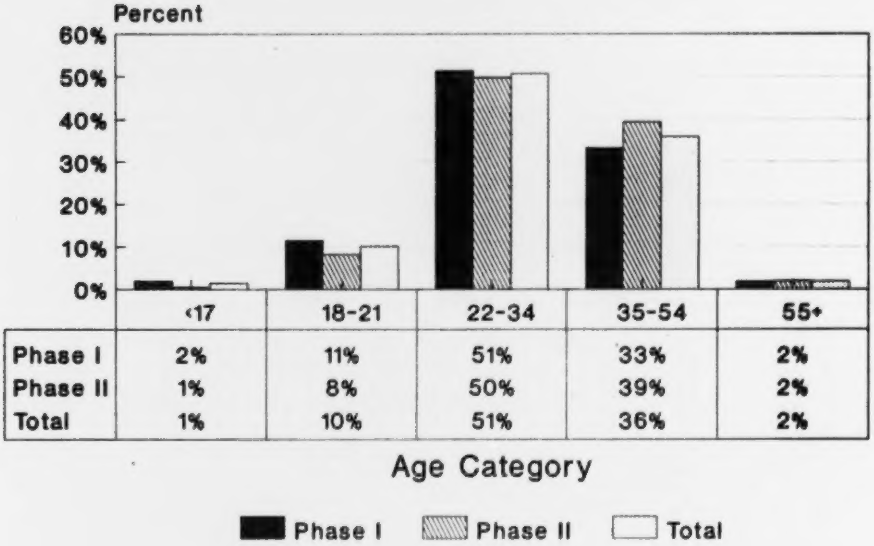
Age. JTHDP participants ranged in age from 14 to 79. The average was 32 years of age. As shown in Exhibit 2-1, about half (51 percent) of JTHDP participants were young adults between 22 and 34 years of age. Slightly over one-third of the program participants (36 percent) were between 35 and 54 years of age. As shown in the exhibit, the distribution of those served by JTHDP shifted somewhat between Phase I and Phase II, with the program serving a slightly older population during the second phase (e.g., 33 percent of participants were 35-54 years of age in Phase I compared to 39 percent in Phase II). This shift was due to a re-targeting of JTHDP during Phase II -- while several youth programs were funded under Phase I, none were funded under Phase II.

Gender. As shown in Exhibit 2-2, about two-thirds (65 percent) of JTHDP participants served were male and about one-third (35 percent) were female. The higher proportion of males served by the program reflects the generally higher proportion of men within the homeless population in the United States, as well as the greater availability of income support for women with children through the Aid to Families with Dependent Children (AFDC) program. As is discussed in greater detail later, about 60 percent of

---

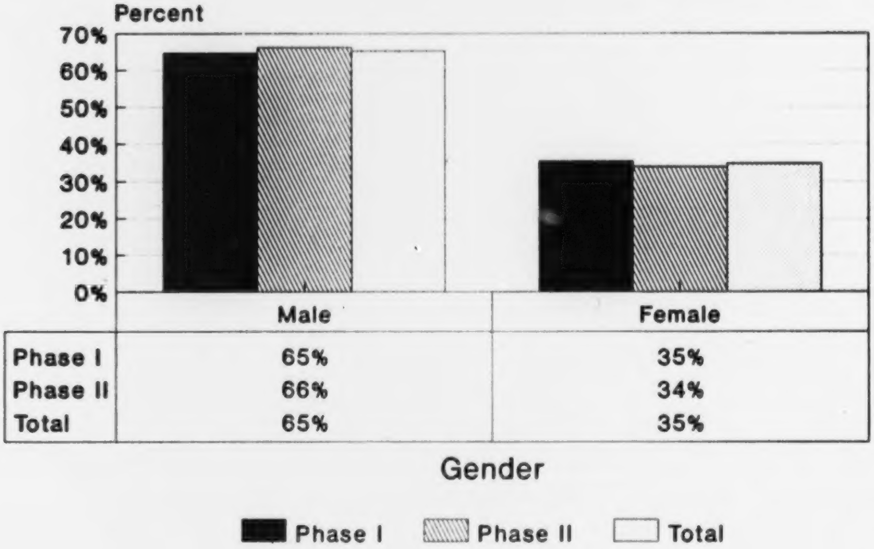
[3] Appendix F provides additional detail on characteristics of program participants not covered in this chapter. It also provides a breakdown of relative and cumulative percentages for each characteristic covered in this chapter.

Exhibit 2-1:
Age of JTHDP Participants



	<17	18-21	22-34	35-54	55+
Phase I	2%	11%	51%	33%	2%
Phase II	1%	8%	50%	39%	2%
Total	1%	10%	51%	36%	2%

Exhibit 2-2:
Gender of JTHDP Participants



	Male	Female
Phase I	65%	35%
Phase II	66%	34%
Total	65%	35%

JTHDP participants were unmarried males. As the exhibit shows, there was very little change in the proportion of males and females in the program between the two phases.

Race/Ethnicity. From its inception, JTHDP has served a racially and ethnically diverse population. As shown in Exhibit 2-3, slightly over half (52 percent) of the homeless persons served were black. About 38 percent of JTHDP participants were white. Other racial and ethnic groups served include Hispanics (7 percent), American Indians and Alaskan Natives (2 percent), and Asian/Pacific Islanders (less than 1 percent). The racial/ethnic distribution of JTHDP participants was relatively stable between the two phases, with a slight increase in the proportion of blacks served and slight decreases in the proportion of Hispanics and whites served during the second phase.

The proportion of blacks served by the program was much higher than would be expected based on the proportion that blacks represent within the U.S. population (i.e., 12 percent of the U.S. population was black in 1989) and among persons below the poverty level (i.e., 31 percent of blacks had income below the poverty line in 1989).[4] The relatively high proportion of blacks served by JTHDP was in part a function of the location of many of the JTHDP program sites (most JTHDP sites in Phases I and II served inner-city populations). As discussed later in this chapter, it was also related to the high percentage of homeless population that is black in the United States -- for example, according to a 1987 Urban Institute survey, an estimated 46 percent of persons using shelters and soup kitchens were black.[5]

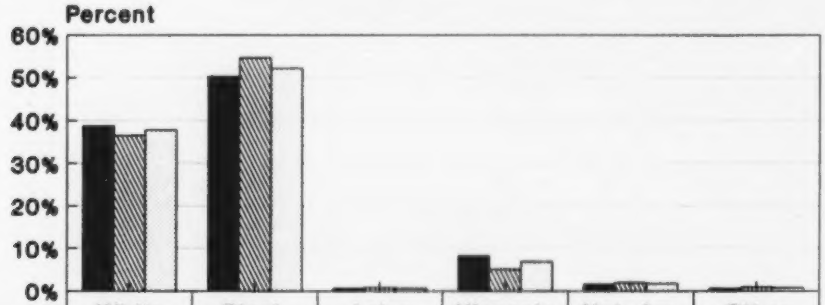
Family Status. Most JTHDP participants were single -- never married -- (61 percent) at the time they entered the program (see Exhibit 2-4); only about 10 percent

---

[4] U.S. Bureau of the Census, Current Population Reports, series P-25.

[5] Burt and Cohen (1989).

Exhibit 2-3:
Race/Ethnicity of JTHDP Participants

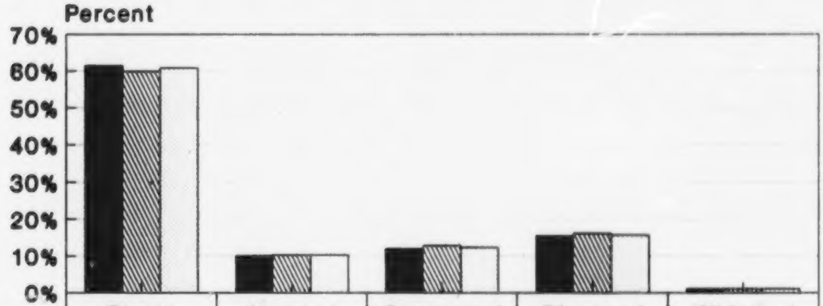


	White	Black	Asian	Hispanic	Nat. Am.	Other
Phase I	39%	50%	1%	8%	2%	1%
Phase II	37%	55%	1%	5%	2%	1%
Total	38%	52%	1%	7%	2%	1%

Race/Ethnicity

■ Phase I ▨ Phase II □ Total

Exhibit 2-4:
Marital Status of JTHDP Participants



	Single	Married	Separated	Divorced	Widowed
Phase I	61%	10%	12%	15%	1%
Phase II	60%	10%	13%	16%	1%
Total	61%	10%	12%	16%	1%

Marital Status

■ Phase I ▨ Phase II □ Total

were married. In comparison, a much lower percentage of the U.S. adult population is single (22 percent in 1989) and a much higher percentage is married (62 percent in 1989).[6]

About 4 in 10 participants (41 percent) had dependent children.[7] Of those who had dependent children, 40 percent had one child, 31 percent two children, and 28 percent had three or more dependent children. About one-third of JTHDP participants were single parents, and 18 percent were single mothers. Between Phase I and Phase II, there was relatively little change in either marital or family status of participants.

Education. As shown in Exhibit 2-5, 41 percent of JTHDP participants had completed 11 or fewer years of education, 37 percent had completed 12 years of education (high school), and 22 percent of JTHDP participants had completed one or more years of college. Only about 4 percent of JTHDP participants had completed four or more years of college. In comparison, in 1989, about 23 percent of the U.S. adult population (age 25 or older) had completed 11 or fewer years of education, 39 percent had completed 12 years of education, and 38 percent had completed one or more years of college.

In terms of attaining educational certification (see Exhibit 2-6), 63 percent of JTHDP participants had a high school diploma, GED, or post-secondary degree. Slightly more than one-third (37 percent) had not received a high school diploma or GED.

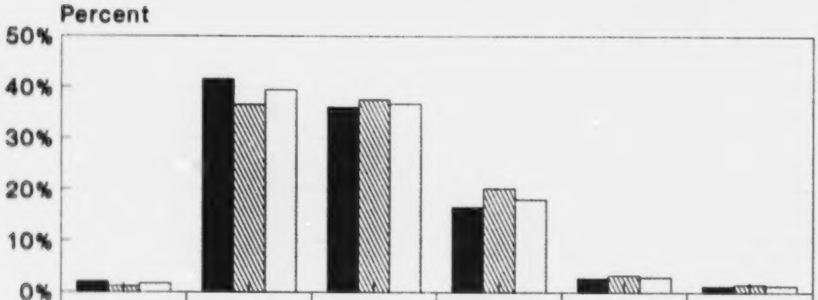
Between Phase I and Phase II, there appeared to be a slight increase in educational attainment for JTHDP participants -- which is possibly due to the targeting of the

---

[6] U.S. Bureau of the Census, Current Population Reports, series P-20.

[7] Data available on JTHDP participants did not distinguish between those participants that had custodial responsibility for children and those that did not.

Exhibit 2-5:
Education of JTHDP Participants

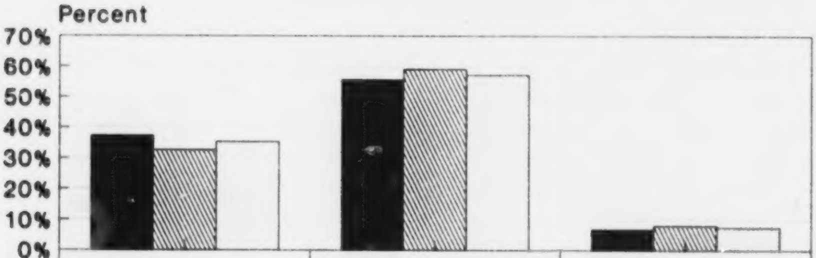


	<6	7-11	12	13-15	16	17+
Phase I	2%	42%	36%	17%	3%	1%
Phase II	1%	37%	38%	20%	3%	1%
Total	2%	39%	37%	18%	3%	1%

Highest Grade Completed

■ Phase I ▨ Phase II ☐ Total

Exhibit 2-6:
Educational Certificate Attainment of JTHDP Participants



	None	H.S. Diploma/GED	Post H.S. Degree
Phase I	37%	56%	7%
Phase II	33%	59%	8%
Total	35%	57%	7%

Educational Certificate Attained

■ Phase I ▨ Phase II ☐ Total

demonstration effort on adults under Phase II.

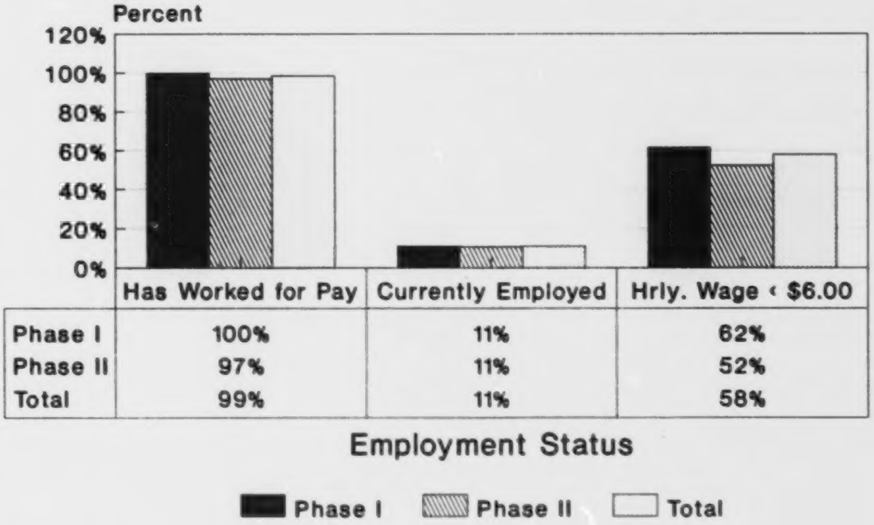
Employment Status. As shown in Exhibit 2-7, virtually all JTHDP participants (99 percent) had been employed at some time prior to intake. However, only 11 percent indicated that they were employed at the time of intake. In comparison, in 1989, about 63 percent of the U.S. civilian population (age 16 years or older) was employed.[8] When they were employed, most JTHDP participants indicated that they held low-wage jobs. For example, as shown in Exhibit 2-7, 58 percent of JTHDP participants indicated they earned less than $6.00 per hour in their current or most recent job. The average hourly wage among participants (in their current or most recent job) was $6.26 for the two phases combined. Average hourly wages (in their current or most recent job) reported for Phase II participants were somewhat higher ($6.64) than those reported by Phase I recipients ($6.00). Lack of involvement in the labor force during the period leading up to JTHDP participation was further indicated by the following:

- Nine in 10 participants (91 percent) had worked no hours during the week preceding intake to JTHDP. Only about 3 percent of JTHDP participants indicated they had worked 40 or more hours during the week preceding program intake.
- As shown in Exhibit 2-8, of the small proportion of participants who worked any hours the week preceding intake, about two-thirds (65 percent) worked less than 40 hours.
- As shown in Exhibit 2-9, half (50 percent) of JTHDP participants indicated they had not worked for 20 or more weeks during the 26 weeks prior to participation. Over one-third (38 percent) indicated they had not worked throughout the 26-week period prior to JTHDP intake.
- Perhaps reflecting the deepening recession during 1991-92, the duration of unemployment among Phase II participants was longer than that experienced by Phase I participants (e.g., 44 percent of Phase II participants had been unemployed throughout the six months preceding intake compared to 34 percent of Phase I participants).

---

[8] U.S. Bureau of Labor Statistics, Employment and Earnings, January issues.

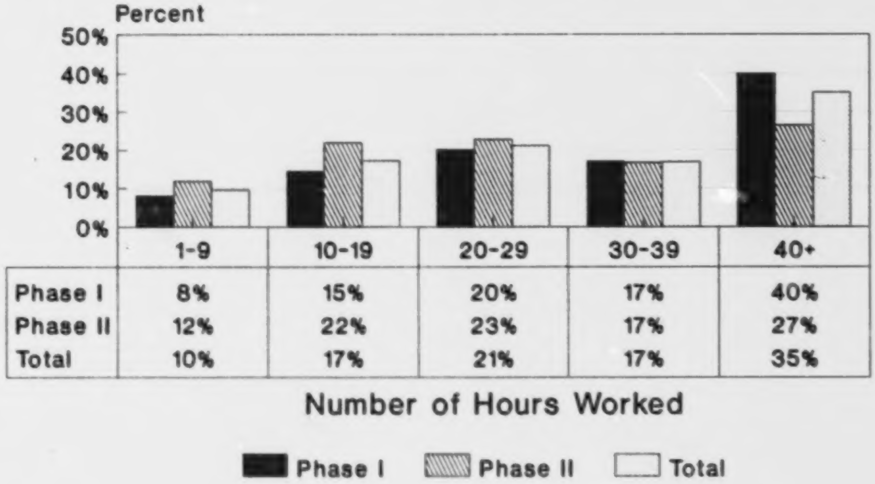
Exhibit 2-7:
Employment Status of JTHDP Participants



	Has Worked for Pay	Currently Employed	Hrly. Wage ‹ $6.00
Phase I	100%	11%	62%
Phase II	97%	11%	52%
Total	99%	11%	58%

Note: Hourly wage is for current or most recent job.

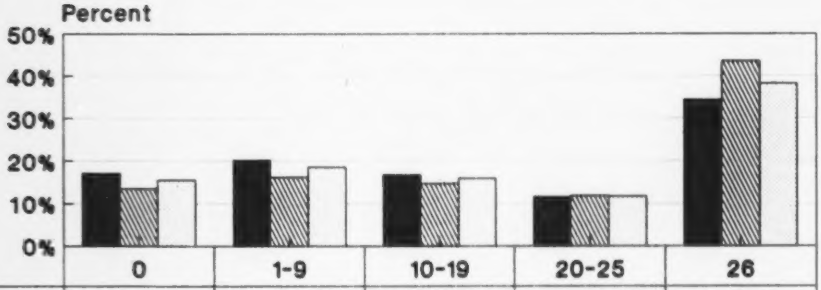
Exhibit 2-8:
Hours Worked During the Week Before JTHDP Intake Among Those Working



	1-9	10-19	20-29	30-39	40+
Phase I	8%	15%	20%	17%	40%
Phase II	12%	22%	23%	17%	27%
Total	10%	17%	21%	17%	35%

Note: 91 percent of JTHDP participants had no hours worked.

Exhibit 2-9:
Number of Weeks Not Working During 26 Weeks Before Intake

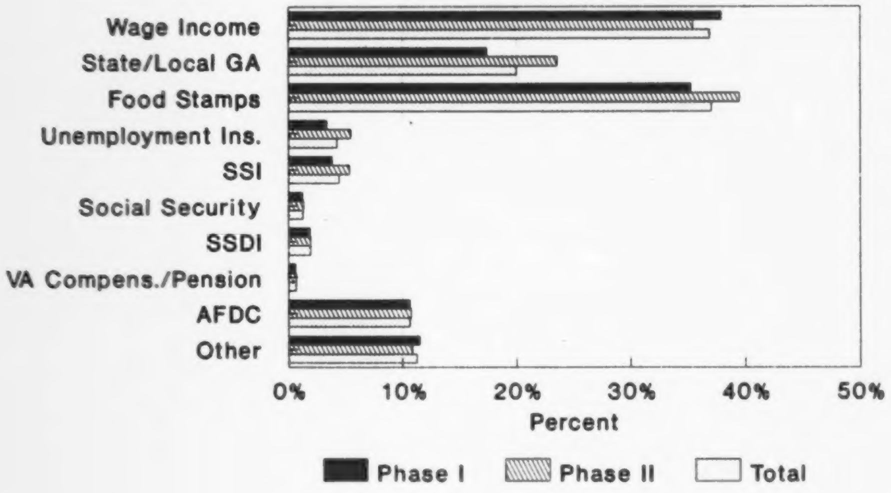


	0	1-9	10-19	20-25	26
Phase I	17%	20%	17%	12%	34%
Phase II	13%	16%	15%	12%	44%
Total	16%	19%	16%	12%	38%

Number of Weeks Not Working

■ Phase I ▨ Phase II ☐ Total

Exhibit 2-10:
Sources of Income During 6 Months Before JTHDP Intake



- Only about 4 percent received unemployment compensation at any time during the six months prior to JTHDP participation.[9]

Sources of Income, Public Assistance Recipiency, and Gross Income. As might be expected, JTHDP participants typically had little or no earnings during the period preceding intake. As shown in Exhibit 2-10, only slightly under two-fifths (37 percent) of participants reported some wage income during the six months preceding intake. Given the relatively low levels of labor force involvement and earnings on the part of JTHDP participants, it is not surprising that half (50 percent) received some type of public assistance[10] during the six months preceding intake. Perhaps reflecting the deepening recession in 1991-92, those who indicated that they had received some form of public assistance during the six weeks prior to intake increased from 47 percent during Phase I to 54 percent in Phase II. The leading types of public assistance were food stamps (37 percent), state/local general assistance (20 percent), and AFDC (11 percent). About half (49 percent) of those receiving AFDC had received benefits for more than one year.

As shown in Exhibit 2-11, almost 6 in 10 JTHDP participants (58 percent) reported no gross earnings during the six months prior to JTHDP intake. About 85 percent had earnings of less than $3,000 during the six-month period (i.e. less than $500 per month). The average (mean) gross earnings for JTHDP participants during the six months preceding intake was $1,113. Perhaps reflecting the deepening recession, program targeting, changes in geographic distribution of grant awards, or other factors, during Phase II,

---

[9] The small proportion of participants receiving unemployment compensation is not surprising because one must have significant recent work experience to qualify for unemployment compensation.

[10] This includes one or more of the following types of assistance: state/local general assistance, food stamps, Supplemental Security Income (SSI), or Aid to Families with Dependent Children (AFDC).

Exhibit 2-11:
Gross Earnings
During 6 Months Before JTHDP Intake

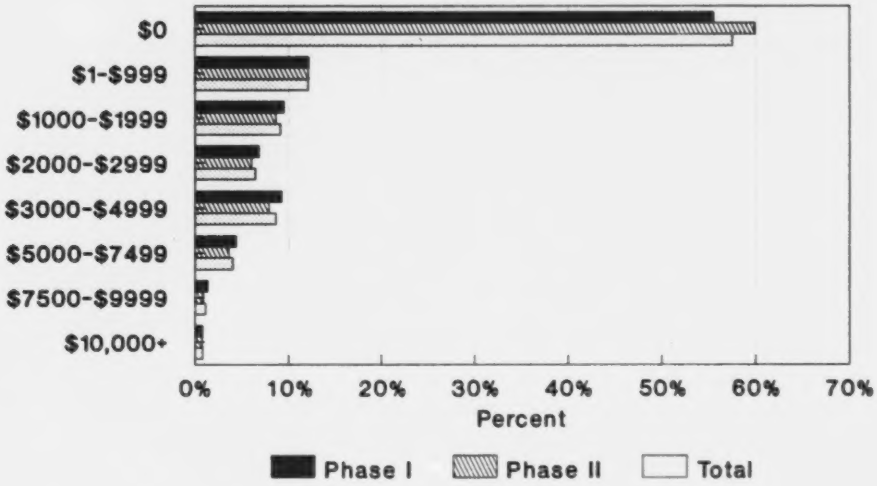
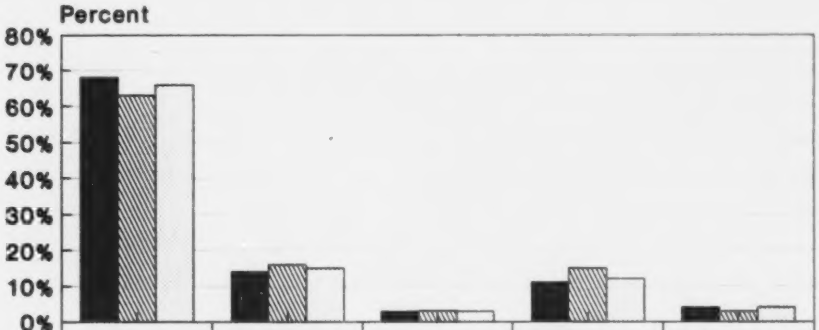


Exhibit 2-12:
Health Insurance Status at JTHDP Intake



	None	Medicaid	Medicare	State Prog	Private Ins
Phase I	68%	14%	3%	11%	4%
Phase II	63%	16%	3%	15%	3%
Total	66%	15%	3%	12%	4%

■ Phase I ▨ Phase II ☐ Total

average gross earnings during the six months preceding intake fell for participants entering the program between Phase I ($1,195) and Phase II ($1,014).

Health Insurance Coverage. Reflecting the low levels of labor force involvement, two-thirds of those participating in JTHDP (66 percent) had no public- or private-sector health insurance (see Exhibit 2-12). In comparison, in 1990 an estimated 14 percent of the U.S. population had no health insurance coverage.[11] About 30 percent of participants received health insurance coverage through government-sponsored programs -- Medicaid (15 percent), Medicare (3 percent), and state health insurance programs (12 percent). Only about 4 percent of participants received insurance through their jobs. This compares to an estimated 60 percent of the U.S. population that received private health insurance coverage related to employment in 1990.[12]

Housing Situation, Duration of Homelessness, and Reasons for Homelessness. As displayed in Exhibit 2-13, half (50 percent) of JTHDP participants spent the night before they applied for services in a shelter, and 9 percent were living on the street. About 20 percent indicated that they had stayed with a friend or relative, and 13 percent were living in transitional housing facilities.[13]

A lower percentage of participants indicated they had spent the night prior to JTHDP intake in a shelter during Phase II (46 percent), compared to Phase I (53 percent).

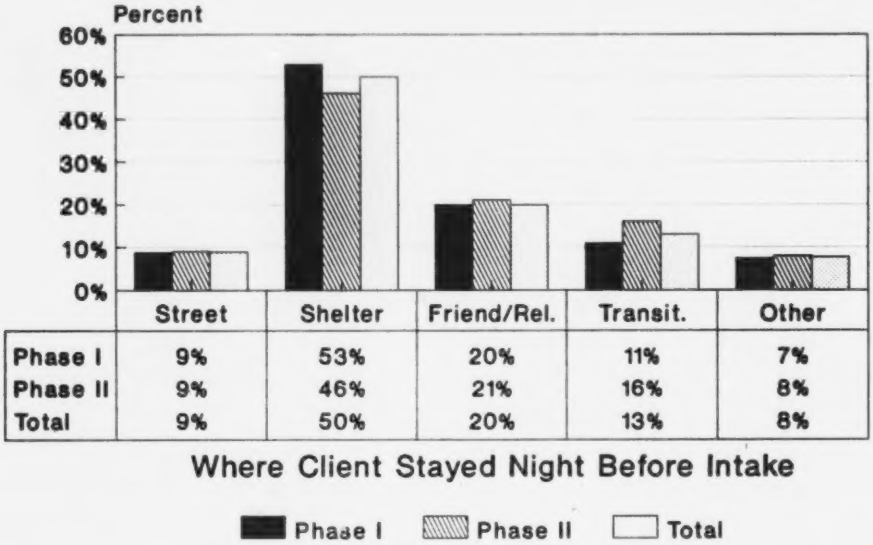
---

[11] Health Insurance Association of America, Source Book of Health Insurance Data, 1992.

[12] Health Insurance Association of America (1992).

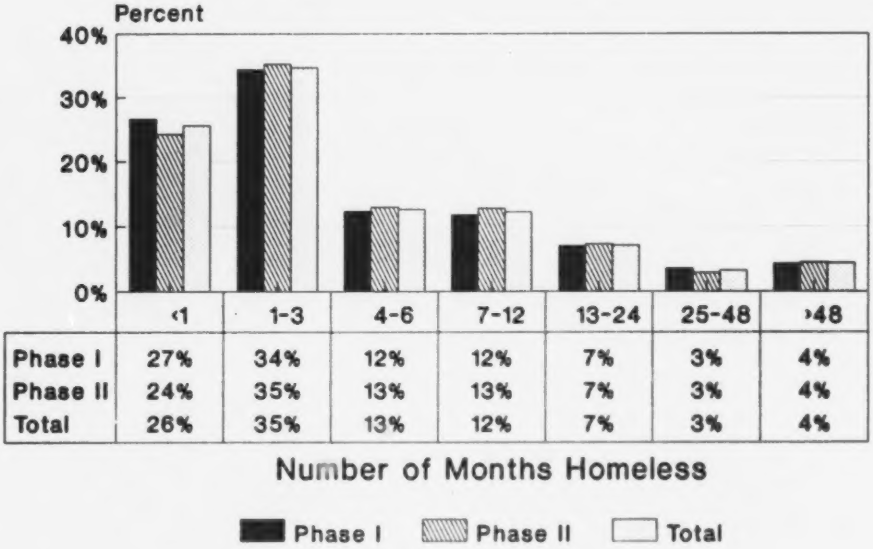
[13] Transitional housing is short-term housing for homeless persons, including housing for able-bodied persons (including halfway houses for recovering alcoholics, chemically dependent individuals, and/or ex-offenders) that permits limited length of residency (usually up to 24 months) or housing (including halfway houses) for the mentally, emotionally, or physically disabled that includes supportive services, some degree of supervision, and subsidized rent.

Exhibit 2-13:
Housing Status at Intake



	Street	Shelter	Friend/Rel.	Transit.	Other
Phase I	9%	53%	20%	11%	7%
Phase II	9%	46%	21%	16%	8%
Total	9%	50%	20%	13%	8%

Exhibit 2-14:
Number of Months Homeless Before Intake



	‹1	1-3	4-6	7-12	13-24	25-48	›48
Phase I	27%	34%	12%	12%	7%	3%	4%
Phase II	24%	35%	13%	13%	7%	3%	4%
Total	26%	35%	13%	12%	7%	3%	4%

At the same time, a higher proportion of participants entering the Phase II program (16 percent versus 11 percent during Phase I) indicated they had spent the night prior to intake in transitional housing. This increased involvement of persons within transitional housing settings appeared to be linked to the increased emphasis on linkages between JTHDP sites and local housing providers during Phase II (see Chapter 3).

Most participants had recently become homeless (see Exhibit 2-14). Sixty-one percent had been homeless for less than four months; about one-fourth (26 percent) had been homeless for less than a month at intake. The median months of homelessness at intake was about two months. However, despite serving a predominantly short-term homeless population, JTHDP did serve many who had been homeless for longer periods. For example, 27 percent of the participants had been homeless for more than six months, and 4 percent had been homeless for more than four years.

At intake, participants were asked to identify factors that contributed to their homelessness. The reasons they gave included the following (see Exhibit 2-15):[14]

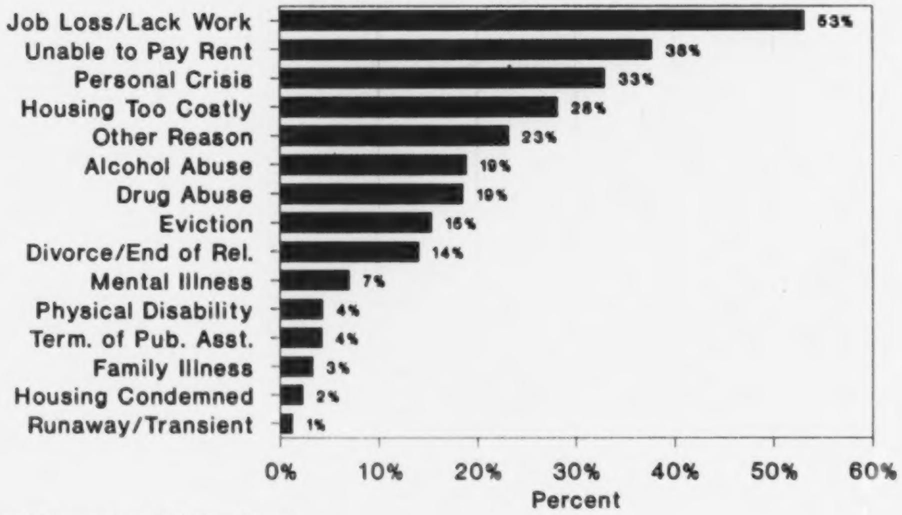
- **economic circumstances,** including job loss or lack of work (53 percent), inability to pay rent (38 percent), lack of affordable housing (28 percent), and eviction (15 percent);
- **chemical dependence problems,** including alcohol (19 percent) and drugs (19 percent);[15]
- **personal crises,** including divorce or termination of a personal relationship (14 percent) and other personal crises (33 percent);
- **other disabling conditions,** including mental illness (7 percent) and physical disability (4 percent); and

---

[14] Participants could identify more than one reason.

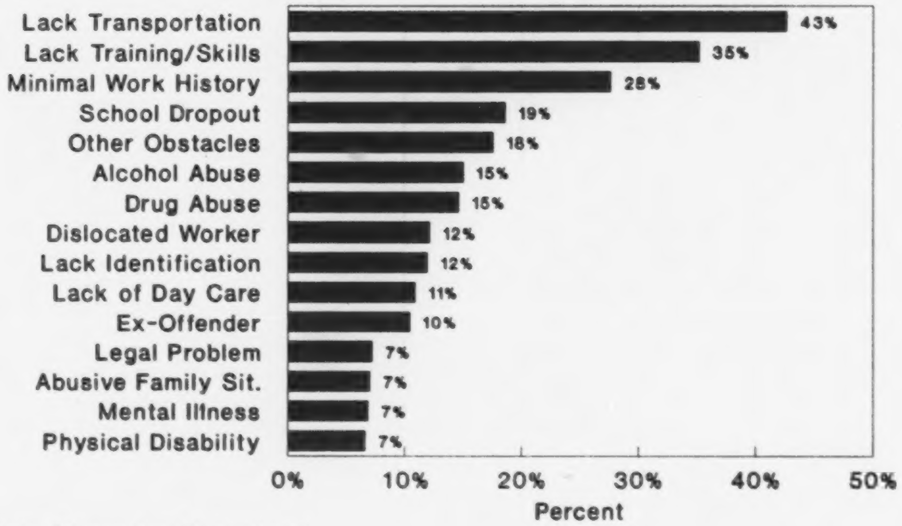
[15] This is self-reported chemical dependence; as discussed later in this chapter, levels of chemical dependence were considerably higher than those cited by participants.

Exhibit 2-15:
Reasons for Homelessness Identified by JTHDP Participants



Note: Phases I and II Combined

Exhibit 2-16:
Leading Obstacles to Employment Identified by JTHDP Participants



Notes: Phases I and II combined.

- **other problems**, including family illness (3 percent), termination of public assistance (4 percent), loss of housing due to sale or conversion (2 percent), or runaway/transient (1 percent).

There was little change between Phase I and Phase II in the self-reported reasons for homelessness.

Obstacles to Employment. At the time of intake to JTHDP, participants were also asked about the types of obstacles to employment they faced. Among the barriers reported were the following (Exhibit 2-16 displays the leading obstacles):

- **lack of education or competitive work skills**, including lack of training or vocational skills (35 percent), minimal work history (28 percent), school dropout (19 percent), and dislocated worker or outdated skills (12 percent);
- **chemical dependence problems**, including alcohol (15 percent) or drugs (15 percent);
- **family related problems**, lack of day care (11 percent), being a displaced homemaker (4 percent), abusive family situation (7 percent), and personal or family illness (2 percent);
- **lack of access to work**, including lack of transportation (43 percent) and lack of proper identification (12 percent);
- **communication problems**, including limited language proficiency (3 percent) and reading skills below the 7th grade level (4 percent);
- **other disabling conditions**, including physical disability (7 percent) and mental illness (7 percent); and
- **other obstacles**, including being an ex-offender (10 percent), legal problems (7 percent), default on government loans (3 percent), pregnancy (1 percent), and being an older worker (1 percent).

B. KEY SUBPOPULATIONS SERVED BY JTHDP

As stated at the beginning of this chapter, a key objective of JTHDP was to serve the full spectrum of homeless persons. Analysis of data on program participants, along with in-depth discussions during visits to JTHDP sites,indicates that large numbers of all of the major subgroups of homeless persons identified in the original Federal Register announcement for JTHDP have been served, including mentally ill individuals, chemically dependent persons, families with children, single men, single women, and homeless youth. Program sites varied substantially in terms of the extent to which they concentrated on specific subgroups or served the entire homeless population. For example, among the Phase II sites focusing on specific homeless subpopulations were:

- Argus Community (in New York City), which served only chemically dependent individuals and/or severely mentally ill persons;
- the Kentucky Domestic Violence Association (in various locations in Kentucky), which primarily served physically-abused women and families;
- the Tucson Indian Association, which served only homeless Native Americans; and
- Fountain House (in New York City), which served only severely mentally ill individuals.

Other sites -- such as Jobs for Homeless People (in Washington, D.C), the Center for Independent Living (in Berkeley, California), and Friends of the Homeless (in Columbus, Ohio) -- served the full range of homeless persons within their local communities.

Based on discussions with demonstration sites and data available at the participant level, the sections that follow profile the basic characteristics of five major homeless subgroups served by JTHDP: (1) mentally ill individuals, (2) chemically dependent persons, (3) the long-term homeless individuals, (4) unmarried males, and (5) members of homeless families.[16]

---

[16] Long-term homeless is defined as individuals reporting their length of homelessness as more than six months.

1. Mentally Ill Individuals

Mental health problems are a major contributing factor to homelessness in the United States. Estimates of the proportion of homeless persons in the United States suffering from what might be considered severe and persistent mental illness range from 20 percent up to 50 percent.[17] Homeless persons suffering from mental health problems come from widely varying backgrounds and often have other associated problems that contribute to their homelessness:

> ...Many homeless persons have a history of institutionalization in mental hospitals. Others, particularly younger persons, are diagnosably mentally ill (and often also chemically dependent) but, because far fewer people are hospitalized today than would have been hospitalized 15 or 20 years ago, they have never spent time in a mental hospital. In addition, many homeless persons are depressed and demoralized enough to need clinical treatment, whether or not they would be diagnosed as having a major mental illness.[18]

About 11 percent of persons served by JTHDP were identified as being mentally ill. Because of the methodology used to identify persons with mental health problems[19] and because many homeless persons do not have access to medical services to appropriately evaluate mental health problems, this probably substantially underestimates the number of JTHDP participants who suffered from mental health problems. As shown in Exhibit 2-17, mentally ill persons were different from the general population served by JTHDP in a number of important respects. Some distinctive characteristics of mentally ill persons served by JTHDP are highlighted below:

---

[17] Burt and Cohen (1989), p. 136.

[18] Burt and Cohen (1989), p. 136.

[19] Participants were identified as mentally ill if they indicated at the time of intake that mental illness was a reason for their homelessness or an obstacle to employment; or if at the time of exit, the case manager (through testing and assessment, client records, case management, or experience with the client) indicated that mental illness was an obstacle to employment.

EXHIBIT 2-17: COMPARISON OF CHARACTERISTICS OF KEY SUBPOPULATIONS SERVED BY JTHDP

PARTICIPANT CHARACTERISTICS	TOTAL	MENTALLY-ILL	CHEMICALLY DEPENDENT	LONG-TERM HOMELESS	UNMARRIED MALES	HOMELESS FAMILIES
NUMBER	14727	1678	5285	3978	8719	3748
AGE						
<17	1%	0%	0%	1%	1%	1%
18-21	10%	5%	6%	7%	8%	12%
22-34	51%	46%	53%	45%	49%	61%
35-54	36%	46%	39%	44%	40%	26%
55+	2%	3%	2%	3%	2%	0%
SEX						
Male	65%	69%	79%	74%	100%	18%
Female	35%	31%	21%	26%	0%	82%
RACE/ETHNICITY						
White	38%	52%	38%	34%	36%	36%
Black/Non-Hispanic	52%	38%	54%	57%	55%	52%
Hispanic	7%	6%	6%	7%	7%	9%
Other	3%	3%	2%	3%	3%	4%
VETERAN STATUS						
Non-Disabled Vet.	19%	19%	23%	22%	27%	7%
Disabled Veteran	1%	4%	2%	2%	2%	0%
Non-Veteran	80%	77%	75%	76%	72%	92%
MARITAL STATUS						
Single	61%	64%	63%	65%	71%	39%
Married	10%	5%	6%	6%	0%	29%
Separated	12%	10%	12%	10%	11%	19%
Divorced	16%	19%	18%	17%	17%	13%
Widowed	1%	2%	1%	1%	1%	1%
DEPENDENT CHILDREN						
Yes	41%	22%	37%	34%	26%	100%
No	59%	78%	63%	66%	74%	0%
EDUCATION						
6 or Less (Elementary)	2%	2%	1%	2%	2%	2%
7-11	39%	35%	41%	37%	38%	44%
12 (High School)	37%	32%	37%	37%	37%	36%
13-15 (Some College)	18%	22%	17%	19%	19%	15%
16+ (Complete College)	4%	8%	3%	5%	4%	3%
EMPLOYMENT STATUS						
Currently Employed	11%	7%	9%	11%	9%	13%
0 Hr. Worked Last Wk.	91%	95%	93%	89%	92%	89%
Hourly Wage < $6.00	58%	61%	53%	59%	53%	64%
Unemployed Last 6 Mo.	38%	50%	45%	48%	38%	38%
GROSS INCOME (6 MO.)						
None	58%	72%	62%	68%	56%	59%
$1-$2,999	28%	20%	26%	23%	28%	27%
$3,000+	15%	8%	12%	9%	16%	14%

EXHIBIT 2-17: COMPARISON OF CHARACTERISTICS OF KEY SUBPOPULATIONS SERVED BY JTHDP (CONTINUED)

PARTICIPANT CHARACTERISTICS	TOTAL	MENTALLY-ILL	CHEMICALLY DEPENDENT	LONG-TERM HOMELESS	UNMARRIED MALES	HOMELESS FAMILIES
INCOME SOURCES						
Wage Income	37%	26%	33%	30%	49%	33%
State/Local GA	20%	18%	27%	21%	24%	11%
Food Stamps	37%	32%	38%	38%	34%	49%
SSI	4%	24%	4%	7%	4%	2%
Social Security	1%	5%	1%	2%	1%	1%
SSDI	2%	10%	2%	3%	2%	1%
AFDC	11%	4%	5%	9%	1%	41%
HEALTH INSURANCE						
None	66%	52%	63%	67%	74%	46%
Medicaid	15%	25%	13%	16%	9%	31%
Medicare	3%	10%	2%	4%	2%	3%
Private Health Ins.	4%	4%	3%	3%	3%	5%
State Health Program	12%	10%	19%	10%	12%	16%
HOUSING STATUS AT INTAKE						
Street	9%	15%	9%	10%	12%	3%
Shelter	50%	44%	46%	46%	49%	51%
Friends/Relatives	20%	13%	14%	21%	18%	25%
Transitional	13%	12%	23%	14%	14%	13%
Other	8%	15%	9%	9%	8%	7%
MONTHS HOMELESS						
<1	26%	22%	19%	0%	22%	31%
1-3	35%	26%	33%	0%	33%	40%
4-6	13%	14%	15%	0%	13%	11%
7-12	12%	13%	16%	45%	14%	10%
13-24	59%	10%	9%	26%	9%	4%
25-48	7%	4%	4%	12%	4%	2%
48 +	3%	11%	5%	16%	5%	2%
REASONS HOMELESS						
Job Loss	53%	48%	61%	59%	51%	38%
Eviction	15%	16%	17%	14%	14%	20%
Unable to Pay Rent	38%	36%	41%	40%	39%	36%
Runaway/Transient	1%	3%	1%	2%	1%	1%
Lack Affordable Hsg.	28%	32%	28%	31%	26%	32%
Personal Crisis	33%	37%	36%	33%	28%	41%
Family Illness	3%	6%	4%	4%	3%	4%
Mental Illness	7%	61%	11%	11%	8%	2%
Alcohol Abuse	19%	26%	60%	26%	25%	9%
Drug Abuse	19%	23%	60%	26%	23%	12%
Term. of Pub. Asst.	4%	5%	5%	5%	4%	5%
Physical Disability	4%	11%	5%	6%	5%	2%
Divorce/Term. of Relat.	14%	14%	16%	15%	13%	19%
Housing Condemn/Sold	2%	3%	2%	2%	2%	3%
Other	23%	21%	19%	18%	20%	28%

BEST COPY AVAILABLE

EXHIBIT 2-17: COMPARISON OF CHARACTERISTICS OF KEY SUBPOPULATIONS SERVED BY JTHDP (CONTINUED)

PARTICIPANT CHARACTERISTICS	TOTAL	MENTALLY-ILL	CHEMICALLY DEPENDENT	LONG-TERM HOMELESS	UNMARRIED MALES	HOMELESS FAMILIES
LEADING OBSTACLES TO EMPLOYMENT						
Lack Transportation	43%	32%	42%	41%	46%	39%
Lack Training/Skills	35%	33%	34%	38%	34%	41%
Minimal Work History	28%	28%	28%	29%	26%	32%
School Dropout	19%	16%	21%	18%	19%	21%
Other Obstacles	18%	19%	14%	19%	17%	14%
Alcohol Abuse	15%	20%	40%	17%	20%	7%
Drug Abuse	15%	18%	39%	16%	18%	10%
Dislocated Worker	12%	13%	12%	13%	12%	13%
Lack Identification	12%	12%	14%	11%	14%	7%
Lack of Day Care	11%	3%	5%	8%	1%	41%
Ex-Offender	10%	9%	18%	10%	14%	5%
Legal Problems	7%	9%	10%	8%	8%	7%
Abusive Family Sit.	7%	8%	6%	8%	3%	12%
Mental Illness	7%	53%	9%	10%	7%	3%
Physical Disability	7%	14%	7%	8%	7%	5%

Source: Figures for JTHDP participants come from the participant level data collected from JTHDP sites.

- **Age:** 49 percent were 35 years of age or older (compared to 38 percent of all JTHDP participants) -- the mentally ill were older than any other subgroup.

- **Race:** 52 percent were white (compared to 38 percent of all participants) -- no other subgroup profiled had more than 38 percent white.

- **Dependent Children:** 78 percent did not have dependent children (compared to 59 percent of all participants).

- **Employment:** At the time of intake, this group had the lowest level of labor force involvement of any of the subgroups: only 7 percent indicated they were employed (compared to 11 percent of all participants), and 50 percent had been unemployed during the full 26 weeks leading up to intake (compared to 38 percent of all participants).

- **Earnings/Public Assistance:** During the six-month period prior to intake, 72 percent had no earnings (compared to 58 percent of all participants) and mentally ill participants were much more likely to have received SSI, Social Security, and SSDI than any other subgroup (e.g., 24 percent received SSI versus 4 percent of all participants).[20]

- **Health Insurance:** Mentally ill participants were more likely than any other group except homeless families to have some form of health insurance (48 percent had some type of health insurance), particularly Medicaid (25 percent) or Medicare (10 percent).[21]

- **Housing Situation:** This group was more likely than any other group to have been living on the street at intake (15 percent) and less likely to have been living with friends/relatives (13 percent); 38 percent had been homeless longer than 6 months (compared to 26 percent of all participants).

At the time of intake, the leading reasons the mentally ill gave for being homeless were mental illness (60 percent), job loss (48 percent), personal crisis (37 percent), inability to pay rent (36 percent), and lack of affordable housing (32 percent). The major obstacles to employment they identified were mental illness (54 percent), lack of training/vocational skills (33 percent), lack of transportation (32 percent), and alcohol dependence (19 percent).

---

[20] About 50 percent of SSI recipients are mentally ill or retarded.

[21] Most SSI recipients receive Medicaid and most Social Security Disability Income (SSDI) recipients receive Medicare.

Given the chronic and often debilitating nature of mental illness -- and the fact that most mentally ill homeless persons also have other problems contributing to their homelessness (e.g., substance abuse, lack of vocational skills, and minimal work history) -- it is necessary for sites serving such populations to offer a wide array of services (often through linkages) and to provide follow-up services. For example, one JTHDP site -- Fountain House, in New York City -- provided the following services and assistance for its JTHDP participants (all of whom were mentally ill): assertive outreach, integrated case management, safe havens, housing, psychiatric treatment, chemical dependence treatment, health care, assistance in obtaining federal/state entitlements, consumer/family involvement, legal protection, rehabilitation treatment, vocational training, sheltered workshops, and referral to temporary and permanent employment. For this group, immediate unsubsidized employment is often an unrealistic goal, and the value of skills training without appropriate treatment and supports is questionable.

2. Chemically Dependent Individuals

Chemical dependence problems -- i.e., alcohol and drug abuse/dependency -- are a major contributing factor for many homeless persons in the United States and pose a major challenge to effectively serving the homeless population. The Urban Institute's 1987 survey found that about one-third of the users of soup kitchens and shelters (over a seven-day period in March 1987) had been patients in a detoxification or alcohol/drug treatment center. In addition, this study found that problems with chemical dependence among homeless individuals were often linked with other types of institutionalization (e.g., 21 percent of those surveyed by the Urban Institute had been institutionalized for both mental illness and chemical dependency).[22]

About 36 percent of persons served by JTHDP were identified as having chemical dependence problems. However, because of the methodology used to identify persons with chemical dependence problems[23] and because many homeless persons are not always aware or willing to identify chemical dependence problems, this proportion in all likelihood seriously underestimates the actual percentage of JTHDP participants with such problems. In fact, during interviews with staff at sites during Phase II, chemical dependence was identified as widespread, affecting in excess of half of all participants served in nearly all sites.

As shown (earlier) in Exhibit 2-17, chemically dependent participants were different from the general population served by JTHDP in a number of important ways. Some distinctive characteristics of this group are highlighted below:

- **Gender:** 79 percent were male (compared to 65 percent of all JTHDP participants).
- **Marital Status:** 6 percent were married (compared to 10 percent of all participants) and 37 percent reported having dependent children (compared to 41 percent of all participants).
- **Employment:** At the time of intake, 45 percent had been unemployed during the full 26 weeks leading up to intake to JTHDP (compared to 38 percent of all participants).
- **Earnings/Public Assistance:** 27 percent reported receiving state/local general assistance (higher than any other subgroup).
- **Housing Situation:** 23 percent had been living in transitional housing

---

[22] Burt and Cohen (1989).

[23] Participants were identified as substance abusers if they indicated at the time of intake that alcohol or drug abuse was a reason for their homelessness or an obstacle to employment; or if at the time of exit, the case manager (through testing and assessment, client records, case management, or experience with the client) indicated that alcohol or drug abuse was an obstacle to employment.

(compared to 13 percent of all participants); 32 percent had been homeless longer than six months (compared to 26 percent of all participants).

At the time of intake, besides chemical dependence, the leading reasons that these individuals gave for being homeless were job loss (60 percent), inability to pay rent (41 percent), a personal crisis (36 percent), and lack of affordable housing (32 percent). Besides chemical dependence problems, the leading obstacles to employment they identified were lack of transportation (42 percent), lack of training/vocational skills (35 percent), minimal work history (28 percent), and being a school dropout (20 percent).

Homeless persons coming to employment and training programs such as JTHDP with chemical dependence problems often require additional services both for treating the problem and dealing with factors often associated with chemical dependence, such as lack of education and vocational skills, and (long-term) follow-up care. Initially, there is the problem of identifying whether a chemical dependence problem exists and the extent to which the problem is an obstacle to employment. For example, the prospects for successful training, job placement, and job retention can be quite different for an individual who has recently emerged from a rehabilitation program after a relatively short period of drug or alcohol abuse versus the individual who is not in recovery and who has been chemically dependent for many years. Once clients are assessed as having a chemical dependence problem, a decision must be made as to whether the client needs to be referred to a program for stabilization and/or whether the client is appropriate for entry into the program. Once enrolled, clients with chemical dependence problems need to be carefully case-managed to guard against relapses.[24]

---

[24] For example, case managers at several sites reported that the period shortly after the client began to receive a steady income was a critical time in which relapse could occur. They noted that clients with chemical dependence problems needed frequent and long-term case management.

3. Long-Term Homeless Persons

As discussed later in this chapter, while JTHDP served a homeless population that typically had experienced homelessness for a shorter period of time than the general homeless population in the United States,[25] slightly over one-fourth (27 percent) of individuals served by the program had been homeless for longer than six months.

As homelessness persists over a longer period of time and becomes ingrained as a way of life, it typically becomes increasingly difficult for an individual to break the cycle of homelessness. For example, during lengthy stretches of homelessness, health care problems or chemical dependence problems may intensify because of lack of treatment, work skills may diminish or become outdated, and the individual's appearance and self-confidence may decrease to a point where it becomes very difficult to secure and/or hold a job.

As shown (earlier) in Exhibit 2-17, the long-term homeless (those individuals who had been homeless for at least six months) were different from the general population served by JTHDP in a number of important ways. Some distinctive characteristics of long-term homeless individuals served by JTHDP are highlighted below:

- **Age:** 47 percent were age 35 and older (compared to 38 percent of all JTHDP participants). With the exception of mentally ill participants, this group had the oldest age distribution of the five major subgroups.
- **Gender:** 74 percent were male (compared to 65 percent of all participants).
- **Race:** 57 percent were black (compared to 52 percent of all participants) -- highest among the five major subgroups.
- **Marital Status:** 6 percent were married (compared to 10 percent of all

---

[25] For example, JTHDP participants reported being homeless at intake on average (mean) for about 9 months, compared to an average of 39 months for users of soup kitchens and shelters in a 1987 survey by the Urban Institute. See Burt and Cohen (1989).

participants), and 34 percent reported having dependent children (compared to 41 percent of all participants).

- **Employment:** At the time of intake, 48 percent were not employed during the 26 weeks prior to intake to JTHDP (compared to 38 percent of all participants).
- **Earnings:** 68 percent reported no gross earnings during the six-month period prior to intake (compared to 58 percent of all participants).

At the time of intake, the leading reasons that the long-term homeless gave for being homeless were job loss (59 percent), inability to pay rent (40 percent), personal crisis (33 percent), lack of affordable housing (33 percent), and alcohol and drug dependence problems (26 percent). The leading obstacles to employment they identified were lack of transportation (41 percent), lack of training/vocational skills (38 percent), minimal work history (29 percent), and being a school dropout (18 percent).

4. Unmarried Males

The largest identifiable subgroup of JTHDP program participants -- accounting for 59 percent of program participants -- consisted of unmarried males. Because of the sheer size of this group, its characteristics were similar in many ways to the overall population served by JTHDP, and many of its members were also part of other subgroups. However, this group did exhibit several distinctive characteristics, as highlighted below (see Exhibit 2-17):

- **Veteran Status:** 28 percent were veterans (well above the 20 percent of all JTHDP participants).
- **Dependent Children:** Only about one-fourth reported having children (compared to 41 percent of all participants).
- **Earnings/Public Assistance:** While a somewhat greater proportion (24 percent) reported receiving state/local GA, fewer reported receiving food stamps (34 percent) or, as should be expected, AFDC (1 percent).

- **Health Insurance:** 74 percent (compared to 66 percent of all participants) reported having no health insurance, and only 9 percent (compared to 15 percent of all participants) reported having Medicaid.

At the time of intake, the leading reasons that unmarried males gave for being homeless were job loss (51 percent), inability to pay rent (39 percent), a personal crisis (28 percent), lack of affordable housing (26 percent), and alcohol (25 percent) and drug (23 percent) dependence. The leading obstacles to employment they identified were lack of transportation (46 percent), lack of training/vocational skills (34 percent), minimal work history (26 percent), alcohol abuse (20 percent), and being a school dropout (19 percent).

5. Homeless Families

According to a recent study by Rossi,[26] the "new homeless" tend to include more families than the "old homeless" of the 1950s. Homeless families, who increasingly began seeking refuge in shelters in the 1970s, are typically less visible than other homeless populations. However, they represent a sizable and distinct part of the homeless population today -- representing 34 percent of the homeless population in the United States, according to a 1990 Conference of Mayors' 30-city survey.[27] Long-term dependency on welfare, lack of training/skills, the need to secure day care, and lack of affordable housing are among the multitude of problems that this group faces in overcoming homelessness.

About one-fourth of JTHDP participants came from homeless families. This group's characteristics were different from those of other groups served by JTHDP. Some distinctive characteristics of this group were the following:

---

[26] P. Rossi, "The Old Homeless and New Homeless in Historical Perspective," American Psychologist, 45:954-959, 1990.

[27] U.S. Conference of Mayors, A Status Report on Hunger and Homelessness in America's Cities, 1990.

- **Age:** 74 percent were under 35 years of age (compared to 62 percent of all JTHDP participants).
- **Gender:** As might be expected, 82 percent were female (compared to 35 percent of all participants).
- **Veteran Status:** Only 7 percent were veterans (compared to 20 percent of all participants).
- **Marital Status:** 29 percent were married (compared to 10 percent of all participants), and 19 percent separated (compared to 12 percent of all participants).
- **Earnings/Public Assistance:** A much greater proportion of this group compared to any other subgroup reported receiving AFDC (41 percent) and food stamps (49 percent) during the six months preceding intake.
- **Health Insurance:** In comparison to the average for JTHDP participants and the four other subgroups, this group was much more likely to have some form of health insurance -- 54 percent of this group reported some type of health insurance versus a JTHDP average of 34 percent. Among families, 31 percent reported having Medicaid coverage; 16 percent participated in a state health plan.
- **Housing Status and Duration of Homelessness.** Only 3 percent (compared to 9 percent of all participants) were living on the street at intake, and 25 percent were living with friends or relatives (compared to 20 percent of all participants). Prior to intake, this group had been homeless for a shorter period than any other major subgroup (e.g., 71 percent were homeless three months or less, compared to 61 percent of all participants).

At intake, the leading reasons that family members gave for being homeless were a personal crisis (41 percent), job loss (38 percent), inability to pay rent (36 percent), and lack of affordable housing (32 percent).[28] They were much less likely than any other subgroup to identify alcohol or drug abuse as a reason for homelessness. The leading obstacles to employment they identified were lack of day care (41 percent), lack of training/skills (41 percent), lack of transportation (39 percent), minimal work history (32 percent), and dropping out of school/lack of education (21 percent).

---

[28] Personal crisis is a broad category including reasons such as a death in the family or an abusive home situation.

C. COMPARISON OF JTHDP PARTICIPANTS TO THE CHARACTERISTICS OF THE U.S. HOMELESS POPULATION

Estimating the size and composition of the homeless population is very difficult. However, in 1987, the Urban Institute undertook a widely cited survey of homeless persons using meal and shelter services.[29] A national probability-based sample was constructed of 1,704 homeless adults who used either soup kitchens or shelters in cities with populations of 100,000 or more during a seven-day period. Weighted estimates of population characteristics based on this sample are compared with characteristics of JTHDP participants in Exhibit 2-18.

There were substantial differences between the characteristics of users of shelters and soup kitchens surveyed by the Urban Institute and JTHDP participants.[30] Although men constituted a majority of both groups, 81 percent of the shelter and meal program users were men, compared to 65 percent of JTHDP participants. In addition, JTHDP participants generally were younger, somewhat more likely to be black, and better educated. Direct comparisons of household composition were not possible because JTHDP did not use this measure. However, the Urban Institute study estimated that 75 percent of the users of shelters and meal programs were single men living alone. Among

---

[29] Burt and Cohen (1989).

[30] To determine whether the differences between the population described by Burt and Cohen and JTHDP participants could be explained on the basis of the use of shelters and soup kitchens, characteristics of Phase I JTHDP participants who spent the night before they applied for services in shelters or on the streets were compared with the characteristics of those who did not. Differences between the two groups were not substantial. Data on Phase I participants were obtained from R.O.W. Sciences, Inc., Job Training for the Homeless Demonstration Program: Final Evaluation Report, April 1992.

EXHIBIT 2-18: COMPARISON OF JTHDP PARTICIPANTS TO USERS OF SOUP KITCHENS AND SHELTERS

CLIENT CHARACTERISTICS	JTHDP PARTICIPANTS	USERS OF SOUP KITCHENS & SHELTERS
AGE		
18-30	45%	30%
31-50	51%	51%
51-65	4%	16%
66 +	0%	3%
SEX		
Male	65%	81%
Female	35%	19%
RACE/ETHNICITY		
White	38%	41%
Black/Non-Hispanic	52%	46%
Hispanic	7%	10%
Other	3%	3%
MARITAL STATUS		
Single	61%	55%
Married	10%	10%
Divorced/Separated	28%	29%
Widowed	1%	5%
EDUCATION		
Less than High School	41%	48%
High School Graduate	37%	32%
Some Post High School	18%	14%
College Graduate	4%	6%
MONTHS OF HOMELESSNESS BEFORE INTAKE		
<1	26%	8%
1-3	35%	13%
4-6	13%	19%
7-12	12%	14%
13-24	7%	16%
25-48	3%	12%
>48	4%	19%
Average	9	39
MONTHS SINCE LAST JOB		
<1	15%	2%
1-3	18%	8%
4-6	16%	14%
7-12	16%	16%
13-24	14%	14%
25-48	12%	13%
>48	9%	33%
Average	18	48
SOURCES OF INCOME		
Wage Income	37%	25%
State/Local GA	20%	12%
Food Stamps	37%	18%
SSI	4%	4%
AFDC	11%	5%

Notes: Figures for users of soup programs and shelters: Martha R. Burt and Barbara E. Cohen, America's Homeless: Numbers, Characteristics, and Programs that Serve Them, The Urban Institute, 1989; JTHDP estimates come from participant-level data maintained by sites. Sample size for users of soup programs and shelters was for 1,704 individuals; JTHDP figures are based on data available for 14,727 individuals served by JTHDP. For users of soup programs and shelters, months since last job was time since last "steady job;" for JTHDP participants this was calculated in terms of months since last full-time job. For users of soup programs and shelters income sources were for the past 30 days; for JTHDP participants income sources were for the past 6 months.

participants in JTHDP, only 59 percent were unmarried males. Only 10 percent of those surveyed by the Urban Institute were reported to have children. About one-fourth of the JTHDP participants were members of homeless families.

One of the most striking differences between the homeless persons surveyed in the Urban Institute study and JTHDP participants was the average length of homelessness. The users of soup kitchens and shelters in the Urban Institute's study had been homeless an average of 39 months, with 21 percent having been homeless for less than four months. Participants in JTHDP had been homeless for an average of only nine months, with 61 percent having been homeless for less than four months. A comparison between the homeless persons in the Urban Institute's study and JTHDP participants (served during Phase I) who had been homeless for more than six months suggests that the observed differences between the two populations were, to some extent, attributable to length of homelessness[31] and, possibly, changes in the composition of the homeless population over time.

D. COMPARISON OF THE CHARACTERISTICS OF JTHDP AND JTPA PARTICIPANTS

Job training programs funded under Title II-A of JTPA are a potential resource for homeless persons in need of employment and training programs. Under the Job Training Reform Amendments of 1992 (P.L. 102-367, Section 203), 65 percent of individuals served by JTPA Title II-A programs must fit into one or more of seven target groups. Homeless individuals are one of the target groups. JTPA is the only current nationwide, federally-funded employment and training program serving homeless individuals. As such, a comparison of the characteristics of JTHDP participants and homeless and adult JTPA participants is useful in understanding the potential of JTPA to serve the general homeless population. While some homeless persons are served by JTPA (about 8,000 during PY 1991), a substantial proportion of homeless persons have been unable to access services through JTPA. Exhibits 2-19 through 2-22 provide a comparison of the characteristics of JTHDP participants, homeless persons served under Title II-A, and all adult Title II-A participants.[32] As might be expected, the characteristics of JTHDP participants are much more like the characteristics of homeless individuals served by JTPA than the characteristics of the general adult population served by JTPA, as evidenced in the following:

---

[31] R.O.W. Sciences (1992).

- **Age (see Exhibit 2-19):** The age distribution of JTHDP participants was not all that different from that of homeless individuals and all adults served by JTPA. JTHDP served a slightly older distribution of participants than the homeless participants of JTPA and a slightly younger distribution of participants compared to all adults served by the Title II-A program. For example, only 3 percent of JTHDP participants were under the age of 19 compared with 8 percent of homeless JTPA participants.

- **Gender:** About two-thirds of JTHDP participants (65 percent) were male. While a similar proportion of homeless persons served by JTPA were male (62 percent), a much lower percentage of all adults served by JTPA were males (41 percent).

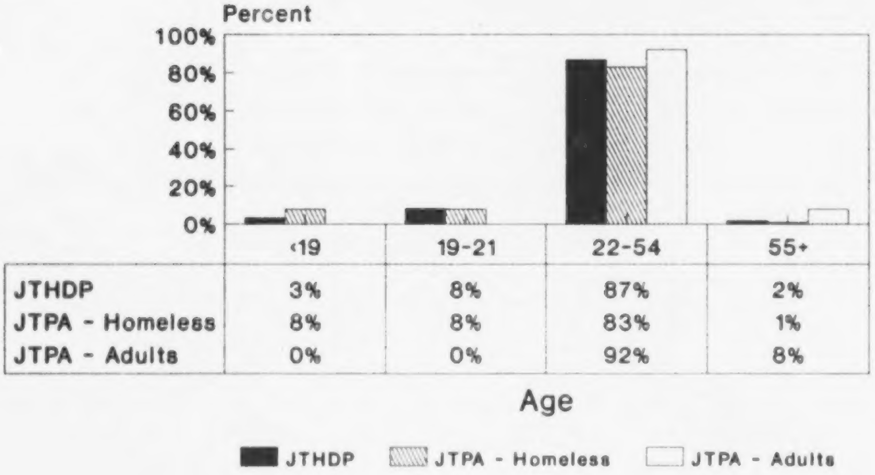
- **Race/Ethnicity (see Exhibit 2-20):** A substantially higher percentage of JTHDP participants were black (52 percent) than was the case among the homeless served by JTPA (40 percent) or all adults served by JTPA (30 percent). While 38 percent of JTHDP participants were white, approximately half of homeless JTPA participants (50 percent) and adult JTPA participants were white (54 percent). Hispanics accounted for about 7 percent of JTHDP participants, compared to 8 percent of the homeless JTPA participants and 12 percent of all adult JTPA participants.

- **Education (see Exhibit 2-21):** The percentage of JTHDP participants completing high school (65 percent) was somewhat less than the percentage

---

[32] JTPA figures are provided by DOL/ETA from JTPA Annual Status Reports (JASR) and are based on participants terminated from JTPA during July 1991 through June 1992.

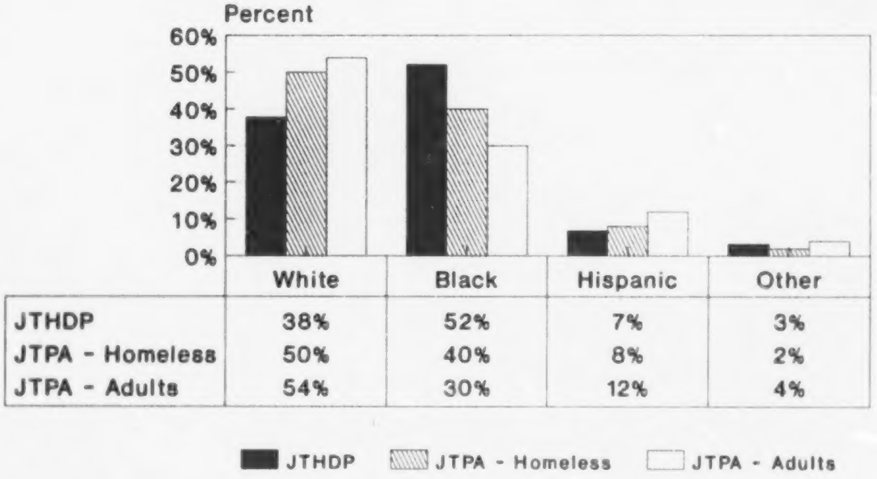
Exhibit 2-19:
Comparison of the Age of JTHDP and JTPA Participants



	<19	19-21	22-54	55+
JTHDP	3%	8%	87%	2%
JTPA - Homeless	8%	8%	83%	1%
JTPA - Adults	0%	0%	92%	8%

Sources: U.S. Department of Labor, Title II-A, PY 1991.

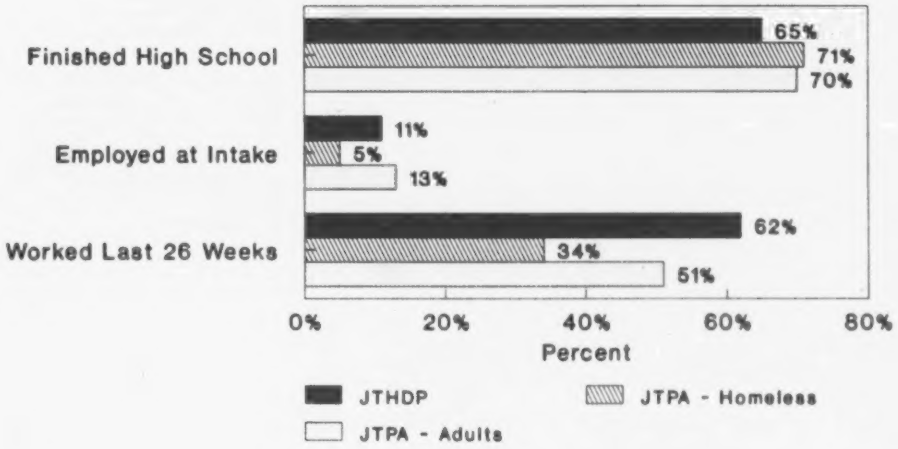
Exhibit 2-20:
Comparison of Race/Ethnicity of JTHDP and JTPA Participants



	White	Black	Hispanic	Other
JTHDP	38%	52%	7%	3%
JTPA - Homeless	50%	40%	8%	2%
JTPA - Adults	54%	30%	12%	4%

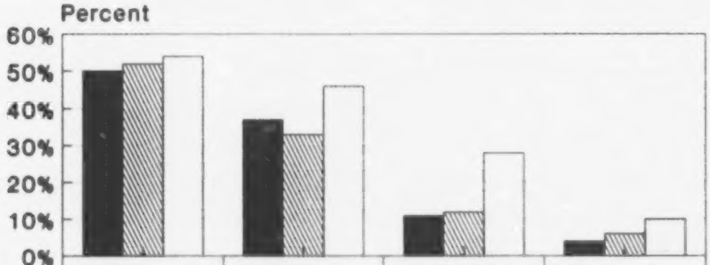
Sources: U.S. Department of Labor, Title II-A, PY 1991.

Exhibit 2-21:
Education and Employment Status of JTHDP and JTPA Participants



Sources: U.S. Department of Labor,
Title II-A, PY 1991.

Exhibit 2-22:
Receipt of Public Assistance by JTHDP and JTPA Participants



	Public Ass't	Food Stamps	AFDC	Unemp. Comp.
JTHDP	50%	37%	11%	4%
JTPA - Homeless	52%	33%	12%	6%
JTPA - Adults	54%	46%	28%	10%

■ JTHDP ▨ JTPA - Homeless ☐ JTPA - Adults

Sources: U.S. Department of Labor,
Title II-A, PY 1991.

of homeless individuals served by JTPA that had competed high school (71 percent) and all adults served by JTPA (70 percent).[33]

- **Employment (see Exhibit 2-21):** About the same proportion of JTHDP participants (11 percent) were employed at intake as all adult JTPA participants (13 percent). However, JTHDP participants were more likely to be employed at intake than homeless JTPA participants (5 percent). JTHDP participants (62 percent) were considerably more likely to have worked during the six months preceding program participation than either homeless JTPA participants (34 percent) or adult JTPA participants (51 percent).

- **Receipt of Public Assistance and Unemployment Compensation (see Exhibit 2-22):** About half of JTHDP and JTPA participants received some form of public assistance.[34] JTHDP participants were somewhat less likely to receive food stamps, AFDC, or unemployment compensation than adult JTPA participants. JTHDP participants were roughly comparable to homeless JTPA participants in terms of receipt of food stamps, AFDC, or unemployment compensation.

---

[33] JTPA estimates exclude students that are still in high school.

[34] Receipt of public assistance was defined somewhat differently for JTHDP and JTPA. Using the available data from JTHDP, receiving public assistance was defined as having received one of the following types of assistance during six month period preceding intake: food stamps, General Assistance, SSI, or AFDC. Using available data from JTPA, receiving public assistance was defined as having received one of the following types of assistance at the time of application: food stamps, General Assistance, SSI, AFDC, Refugee Assistance, or "other" assistance.

CHAPTER 3:

PROGRAM DESIGN/IMPLEMENTATION, SERVICES, AND COORDINATION

As noted earlier, JTHDP is an effort to determine how best to meet the employment and training needs of homeless individuals. It was clear from the outset that homelessness brings with it a myriad of related employment barriers, some of which may have contributed to an individual's homeless status (e.g., job loss and basic skill deficits) and some of which may have resulted from his/her homelessness (e.g., depression and alcohol dependence). One of the challenges of the JTHDP evaluation is to identify what services and delivery strategies (e.g., short-term versus long-term training, sequential training model versus an individualized case managed model) are necessary and advisable and to identify effective coordination strategies. Coordination among agencies serving homeless individuals is necessary to address the various barriers homeless people face, whether those barriers are causes or effects of homelessness. In this chapter, we describe and assess services and coordination strategies employed by the JTHDP sites to meet the diverse employment and training needs of homeless individuals.

A. PROGRAM DESIGN

JTHDP grantees represent a range of organizations -- including JTPA SDAs, mental health organizations, shelters, a variety of agencies operated under city governments, community action committees, and education agencies (e.g., a community college, a vocational training institute, and a county public school system) -- with a range of approaches to the problem of assisting homeless individuals toward economic self-sufficiency. For example, homeless-serving agencies generally focus on improving participants' housing situations and contract with other agencies to provide employment and training services, while school systems typically focus on education/ training and look to other agencies to provide housing assistance. Even among this variety of approaches, certain design elements were common to most Phase I and Phase II projects:

- extensive case management, as the means through which program services were tailored to meet individual client needs;
- availability of remedial and basic skills education;
- provision of vocational/occupational skills training;
- availability of a wide variety of supportive services;
- provision of placement and postplacement services, with a growing emphasis on postplacement services as a key to job retention, housing retention, and long-term stability;
- availability of shelter placements, transitional housing placements, and assistance in securing permanent housing, with increasingly formal housing linkages during Phase II; and
- extensive coordination with community agencies -- sometimes on an agency-by-agency basis and sometimes through coordinated, community-wide systems of linkages -- with an increasing tendency toward the latter approach in Phase II sites.

As is true of any new program, JTHDP underwent local modifications in the service delivery systems and services offered as grantees became more experienced in providing job training services for homeless individuals. For example, outreach strategies became more systematic (e.g., regularly scheduled visits to shelters, referrals from other homeless-serving agencies) and word of mouth became more effective as project visibility increased. Project staff sought more reliable and valid assessment tools and practices, particularly regarding mental health and chemical dependence problems, as those issues were increasingly seen as interfering with participant success. To increase retention rates, projects increased their emphasis on postplacement services through strategies such as mentoring, support groups, and longer-term postplacement case management.

Another example of individual sites modifying their program structure in light of their experience with JTHDP was the shift from a sequential service delivery system to a service delivery system that was more tailored to participant needs. As learned during Phase I, clients entered JTHDP with different needs and skill levels, resulting in the need for different services or different sequencing of services. For example, a homeless individual living in a shelter with little hope of securing transitional housing may be seeking, with case manager concurrence, immediate job search assistance and delaying remedial education and occupational skills training. Another participant in the program with similar demographic characteristics but living in a halfway house may pursue remedial education and longer-term occupational skills training, prior to job search.

Program design changes also resulted from new DOL requirements (introduced for Phase II) emphasizing job retention and housing improvement. In response, JTHDP sites moved beyond housing counseling and providing housing referrals to seeking to negotiate priorities or set-asides with local HUD offices, local public housing authorities, nonprofit housing providers, and even for-profit landlords. Some JTHDP sites even began to view themselves as affordable housing developers or as catalysts in the affordable housing development process.

B. PROGRAM SERVICES

JTHDP is primarily an employment and training program, and as such it involves a core of specific services: outreach, intake, and assessment; training and education services; and placement and postplacement services. The program's focus on homeless individuals requires that these traditional employment and training services be supplemented by services specific to the needs of homeless individuals. These additional services include case management, housing services, and supportive services.

Case management is important because the case manager can serve as the gatekeeper through which the homeless person accesses the broad range of needed services. Housing services are critical because shelter, particularly transitional and permanent housing, can increase the individual's ability to seek and retain employment. Finally, supportive services are necessary to address immediate survival issues (e.g., food and clothing) as well as the longer-term stability issues (e.g., chemical dependence treatment and mental health counseling) common to homeless people.

Each of these services, and the ways in which the various JTHDP sites have provided them, is discussed below, with contrasts between Phase I and Phase II highlighted to the extent possible.[1]

1. Initial Services (Outreach, Intake, and Assessment)

JTHDP sites face some of the same initial challenges faced by any job training program -- how to publicize their services, recruit interested persons, identify appropriate clients, and assess training and service needs. For JTHDP, those challenges are intensified and defined by the transiency of homeless people, and their often tenuous ties with community agencies.

Outreach strategies are the ways in which programs publicize their services and identify and recruit potential participants. JTHDP sites used a variety of approaches, including word of mouth, posters, weekly trips to soup kitchens and shelters, and linkages with halfway houses. There was a noticeable shift in sites' approach to outreach from Phase I to Phase II. As programs became more established, they developed more extensive referral networks with homeless-serving agencies and relied less on staff visits to soup kitchens and shelters.

---

[1] Data for Phase I is primarily drawn from Job Training for the Homeless Demonstration Program: Final Evaluation Report, R.O.W. Sciences, Inc., April 1992. Data for Phase II is primarily drawn from evaluations submitted by each JTHDP site to DOL/ETA. On-site and telephone discussions with sites were also used to clarify data from these services.

Among the 20 Phase II sites, many sites reported they had de-emphasized client outreach in favor of agency outreach, and several stated they relied primarily on word of mouth and referrals from other agencies, particularly halfway houses. Fourteen sites targeted their outreach efforts (e.g., visits, presentations, flyers) toward staff of shelters, halfway houses, and other homeless-serving agencies, rather than toward homeless individuals, and then depended on referrals from those staffs. Four sites recruited mainly from their own shelters or therapeutic communities, and one was co-located with a shelter from which it drew clients.

In contrast, during Phase I, fewer than one site in five was well-enough established to draw clients primarily through word of mouth or referral networks. Staff invested considerable time recruiting in community shelters and congregate sites such as parks and soup kitchens.

Intake and assessment are initiated once a potential client expresses interest in program participation. During intake -- generally through a combination of interview and written application -- staff begin to collect personal and demographic data on potential participants. Ideally, assessment begins at intake and is an ongoing process that involves determining an individual's strengths and skills deficits. The determination may be made based on subjective interviews, more objective standardized tools, or a combination of interviews and standardized assessment tools.

All sites employed a standardized intake process. Even when referring agencies did some initial screening, the JTHDP sites collected information about applicants' educational, employment, health history, and service needs. Almost all sites also implemented some form of assessment procedure, most frequently including tests of vocational aptitude or preference, education and basic skills level, and mental or physical health. In addition to these standardized tests, half the sites reported designing their intake and assessment processes specifically to determine whether applicants were sufficiently motivated. By Phase II, at least half of the sites had intensified their assessment of drug and alcohol use through interviews, meetings with substance abuse counselors, and/or formal assessment instruments. In at least eight sites, active chemically dependent individuals were refused admission until they had addressed that problem. Educational testing, however, continued to be the most prevalent type of assessment conducted.

By Phase II, sites had begun to vary significantly in the ways in which they used intake and assessment data. Some sites conducted extensive assessment prior to determining whether to accept an applicant, thereby limiting services to those clients most likely to benefit from them. Others accepted applicants more readily and reserved implementation of assessment strategies until after enrollment. The one program designed to serve only mentally ill homeless persons administered no assessment or functional tests; rather, staff attempted to build personal relationships with prospective clients and to determine motivation through those relationships. One positive by-product in sites that used assessment data to "screen people out" was that the sites tended to develop wide-ranging referral networks so they could direct rejected applicants to other agencies more likely to meet their needs. Individuals referred out who succeeded in subsequently ameliorating their problems (e.g., chemical dependence and other health problems) were permitted to re-apply to the JTHDP program.

Increasingly, programs became committed to an ongoing client assessment process, both because needs changed once participants began receiving services and because problems such as chemical dependency were often difficult to detect at the time of intake into the program.

2. Case Management

Case management is a client-centered, goal-oriented process for assessing clients' service needs and helping them obtain those services through promoting participant self-sufficiency, self-determination, and guided self-help. Pivotal to case management is a trust relationship between the case manager and the participant -- a relationship that is especially important for homeless people who, in many cases, have few ties to traditional support systems of family and friends.

All 20 Phase II sites and all but one of the 45 Phase I sites claimed to use some form of case management. However, local definitions of case management varied widely. Some sites assigned each participant to a single case manager who coordinated services and advocated for the participant from intake through postplacement; other sites used a team approach in which participants had several different "case managers" working together, with different people (often in different agencies) responsible for different aspects of the intervention; still other sites assigned participants one case manager in the shelter and another on-site in the JTHDP program. There was general agreement that, in all three variants, a case management system hinged upon the participant having a single case plan (Employability Development Plan), and that trust-building and coordination among involved staff and agencies were critical when participants had more than one "case manager."

By Phase II, in most sites, case managers were maintaining regular contact with their participants at least weekly or bi-weekly. Average caseload during Phase II ranged from 15 to 30 active cases per case manager, as compared to a range of from 10 to 70 cases during Phase I.

3. Education and Training Services

Education and training services are designed to address the employment-related causes of homelessness. The McKinney legislation authorized provision of the following basic skills services: (a) remedial education and job training/literacy instruction, (b) job search and job preparatory training, (c) job counseling, (d) vocational and occupational skills training, (e) work experience, and (f) on-the-job training. In response to the immediate needs of many of their homeless clients, JTHDP sites tended to emphasize job search assistance, job preparatory training including "job clubs," and job counseling. Some sites provided such assistance simultaneously with other employment-related training, while others provided only this type of short-term training.

Although all sites provided remedial education and basic skills/literacy training, relatively few JTHDP participants expressed a preference for such training. Because of their homeless situation, most JTHDP participants were interested in moving as quickly as possible to securing a job. Sites utilized a combination of direct service and referral to make educational services available. Some sites made educational services a prerequisite for skills training and encouraged all high school dropouts to obtain their GED.

As stated above, the most frequently requested and utilized training services were job search assistance, job preparatory training, and job counseling. While sites defined job search assistance and job preparatory training differently, they were typically three- to five-day workshops focusing on identification of skills, interests, needs, and role playing for job interviews, and they generally resulted in each participant developing a resume. Job search assistance/job counseling (sites defined these services differently) typically continued on an ongoing basis, consisting of informal individual or group meetings where JTHDP staff and participants would share job leads and resources, and provide support for one another.

Vocational and occupational skills training included both short-term (e.g., eight-week Certified Nurses' Aide (CNA) training) and longer-term training (e.g., 25 weeks for certification in the building trades). Vocational and occupational skills training typically incorporated classroom and "hands-on" training. Once again, program participants usually preferred short-term training. Eighteen of the Phase II sites offered short-term occupational skills training (four to eight weeks). Although sites indicated that they preferred long-term training (six months or more) because it offered greater income potential and career growth in the long run, few sites were able to direct many participants into long-term training because of participants' immediate income needs and limitations on shelter stays. In addition, some sites reported difficulty in accessing JTPA training for their participants because of concerns on the part of some SDAs that JTHDP participants were not appropriate or ready for the occupational training that they offered. While at least 11 Phase II sites had formal agreements with their PIC or JTPA service delivery areas, only seven Phase II sites used JTPA extensively for classroom or other occupational skills training; in five of those sites, the PIC or local job training office was the JTHDP grantee. There was no comparable data for Phase I, but at least one site reported less use of JTPA training slots in Phase II than in Phase I.

Work experience, in which individuals receive a wage while acquiring basic work habits on a job site, was utilized by eight of the Phase II sites, most often for special populations such as chemically dependent and mentally ill participants. This was a decrease from Phase I, during which nearly two-thirds of the 45 sites used work experience.

4. Job Development, Placement, and Postplacement Services

Job development and placement is the process through which JTHDP participants obtain jobs; through postplacement services program staff work with employed participants to promote long-term job retention and self-sufficiency. Job development and placement services and postplacement services include JTHDP staff soliciting employers to give preferential treatment to participants, participants directly seeking jobs through classified ads or yellow pages, supported or sheltered employment, training after placement, postplacement follow-up, self-help support groups, and mentoring programs. In addition, many programs provided repeated placement services for participants who were unsuccessful in their initial job placements.

Nearly half of the Phase II sites designated one or more staff members to work primarily on job development and placement; in the remainder of the sites, case managers had job development responsibilities. Most of the Phase I sites provided job development services, but few assigned staff solely or primarily to that task.

Phase II sites intensified postplacement services and instituted new postplacement strategies in an effort to increase the chances of job retention and long-term self-sufficiency. Nearly half the Phase II sites encouraged employed participants to attend postplacement support groups, and at least three sites had strong postplacement mentoring components. In addition, some Phase II sites directed their efforts toward identifying higher quality job placements as a way to increase retention; for example, Louisville's Project WORTH emphasized placements with fringe benefits, and the Southwest Tennessee PIC put more care into job matching. Other sites continued their financial support services for participants who began working, or tied housing upgrades to continued employment.

Case managers or job counselors maintained contact with employed participants on a periodic basis through 13 weeks postplacement in 15 Phase II sites, and for up to six months or longer in two other sites; some of those sites also contacted employers and offered problem-solving and mediation services as needed. It was not necessary and possibly counter-productive to inform these employers or potential employers that their clients had been or were still homeless.

5. Housing Services

Housing services provided by JTHDP sites included: operation of shelters, transitional housing, or group homes; referrals to providers of such housing; housing counseling and home management skills training; financial assistance with move-in expenses or rent; mediation with landlords; and involvement in affordable housing development within local communities.

Throughout the demonstration, the types of housing services provided by JTHDP sites have varied. Overall, however, Phase II sites placed a much greater emphasis than did Phase I sites on housing services. This shift was affected by DOL's requirement that Phase II sites develop comprehensive housing intervention strategies as a condition of grant renewal. The requirement grew out of DOL's and many sites' belief that there was a correlation between stable housing and stable employment.

Over half of the Phase I sites provided each of the following services: housing assistance counseling, emergency housing assistance, transitional housing assistance, and financial assistance with security deposits and initial rental payments. These services were commonly offered in most Phase II projects, along with other housing service enhancements. For example, half of the Phase II sites operated their own emergency shelters and/or transitional housing, and three more were co-located within a shelter or had arranged for (dedicated) emergency and transitional housing slots. Two projects whose target populations were mentally ill individuals and/or chemically dependent individuals operated in residential centers or therapeutic communities for people with those conditions. The remainder of Phase II sites continued to extend their shelter referral networks and seek special arrangements with shelter and housing providers.

Predictably, program sites that were shelter-based rather than employment-based had the most comprehensive access to emergency and transitional housing, but by Phase II several of the employment-based sites had developed extensive housing referral networks and had become involved in affordable housing development. During Phase II, at least four sites were actively involved in increasing the local stock of affordable housing, either through independent housing development efforts or in coalitions with private- or public-sector organizations.

Another trend in Phase II was an increase in the number of sites that hired housing coordinators or arranged for housing expertise to be available to case managers and participants. As a result, staff began helping participants develop housing goals and strategies as a part of their employability development planning process. Several sites offered housing management skills training, and housing retention issues were incorporated into life skills classes.

The DOL/HUD Memorandum of Understanding, together with DOL's requirement that housing services be provided, spurred eight Phase II sites to develop formal agreements and eight others to develop informal agreements with their local HUD offices -- generally involving housing set-asides or improved access for participants. JTHDP participants in six sites secured Section 8 certificates or other government-subsidized housing. Despite these accomplishments, a number of the sites indicated problems with the Memorandum of Understanding, both because procedures were not fully specified and because staff at some local HUD offices and public housing authorities were not aware of its provisions.

6. Supportive Services

JTHDP projects have had to provide a flexible array of supportive services to enable homeless people to benefit from employment-related services. As discussed in Chapter 2, homeless individuals seeking services came to the program with a broad array of barriers to employment. In addition to the lack of a stable residence and employment skills, these barriers included chemical dependence problems, lack of transportation, lack of day care, and mental health issues. To foster job placement and retention, JTHDP sites have offered supportive services to assist participants in working through these barriers. Projects have provided supportive services directly with JTHDP funds or through other federal or private funds, and have also used cooperative agreements, referral networks, and other strategies to help meet participant needs.

Transportation has been the most commonly provided supportive service, with 91 percent of Phase I projects and all Phase II projects making transportation to shelters, training, and jobs available through project-operated vans and buses, public transportation passes or tokens, or other means. Provision of food or meals has been the second most frequently offered service, available in 80 percent of Phase I sites and 90 percent of Phase II sites.

More than three-quarters of the projects in both Phase I and Phase II offered the following support services, either directly or through referrals: training or counseling aimed at increasing participant self-esteem, chemical dependence counseling or treatment, and health care. During the two phases, about three-fourths of sites provided clothing, and about half of the sites provided tools, work equipment, and special work clothing. Approximately 60 percent of sites offered hygiene products and services during both Phase I and Phase II.

About 70 percent of Phase I and Phase II sites offered or arranged for child care; however, sites that served only single adults and noncustodial parents had no need to provide such service. An important trend in child care was co-enrollment of eligible women in the JOBS program, thus entitling them to obtain child care through that resource.

Some sites made available other supportive services such as: mental health counseling, telephone services or voice mail, assistance in obtaining drivers' licenses and other identification, and vocational rehabilitation services. Most sites provided some degree of life skills training, often with an emphasis on money management.

C. PROGRAM COORDINATION AND LINKAGES

1. Importance of Coordination and Linkages

Linkages with a wide range of community resources is a logical and essential strategy for meeting the varied needs of the people served by JTHDP projects. JTHDP participants need access to a wide array of services to overcome barriers to employment (e.g., work readiness, education, and training services; and job search, placement, and postplacement support). They also need services to remedy conditions associated with homelessness (e.g. emergency, transitional, and permanent housing); home management and money management skills training; mental and physical health services; and chemical dependence assessment and treatment. And finally, they need intensive supportive services to enable them to stabilize their housing and employment situations and to progress toward economic self-sufficiency.

Reinforcing the merits of a strong system of coordination and linkages was the Department of Labor's objective that JTHDP grantees maintain effective systems of coordination. From the beginning of the demonstration, DOL required projects to build coordination systems with other community agencies and organizations. In Phase II, this requirement included a mandate for each grantee to develop a housing intervention strategy. The required housing intervention strategy served to strengthen housing linkages for some of the projects run by job training agencies, although a number of projects had discerned the need for housing resources early on and moved to develop them as early as Phase I.

2. Scope and Characteristics of Linkages

All 45 Phase I sites and all 20 Phase II sites succeeded in establishing linkages. There was, however, great variety among the sites -- in the types of services provided through linkages, the intensity of the linkages, the status of the linkage agreements, the agencies responsible for developing and maintaining linkages, etc.

In both Phase I and Phase II, the most common types of services provided through linkages with other agencies were supportive services and housing. Nearly all Phase I sites and all Phase II sites used linkages to provide or enhance the availability of these services. A notable change was that, by Phase II, 14 sites had negotiated formal agreements relating to the provision of shelter and/or housing; these agreements included extending shelter stays for JTHDP participants actively involved in training, granting priority to JTHDP participants for transitional or permanent housing, or allocating specific numbers of Section 8 housing certificates to JTHDP sites.

Provision of training services through linkages remained steady at around 90 percent of sites during both Phase I and Phase II, with an increasing tendency for such arrangements to be formalized by written agreement. At least 11 of these agreements involved the PIC or JTPA service delivery area, including those in which the PIC or JTPA entity was the JTHDP grant recipient.

Common elements of effective linkages that were identified during Phase I continued to hold true in Phase II: 1) use of the case manager as agent working on behalf of the client, 2) frequent and regular communication with linked agencies, 3) diligent follow-up once the linkage was established, and 4) flexibility and willingness to modify arrangements.

By Phase II, some JTHDP sites were moving toward a more sophisticated understanding of coordination. Whereas many of the earlier linkages had been developed informally by individual case managers on an ad hoc basis, linkages were increasingly formalized through written agreement during Phase II.

As the following examples illustrate, effective linkages were developed by JTHDP sites, regardless of whether the grantee was primarily focused on training and employment, on shelter and housing, or on some other service need:

- The City of St. Paul's Project Decisions, which is run by the city's job training agency, contracts with two agencies for case management and other program services. Project Decisions supports these agencies in their efforts through convening formal monthly meetings with all service-providing agencies and holds additional meetings as needed. Project Decisions also runs joint training for its subcontractors.

- Seattle's Homeless Initiatives Pilot Project (HIPP), managed by the PIC, bases its linkages strategy on staff relationships across agencies, supported by formal interagency coordination. HIPP was designed as a partnership project, with four different training and placement programs run by four partner agencies. Regular coordination meetings among case managers in the four agencies ensure uniformity of case management philosophy, and PIC staff develop other community linkages with agencies such as local housing authorities and business organizations that are made available to case managers in all four partner agencies. The Seattle PIC's close coordination has enabled HIPP to move toward implementation of a uniform assessment process across all its partners.

- Louisville's Project WORTH (Work Opportunity Readiness for The Homeless) is operated by a public school system (through the Adult and Continuing Education Division). Because of its education focus, Project WORTH had to "begin from scratch" to develop both housing and employment linkages. Project WORTH's leadership role in Louisville's Coalition for the Homeless has been of major importance; Coalition member agencies view Project WORTH to be their link with education and job training, and Project WORTH has established linkages with shelter and housing resources through the Coalition. Together with case managers, Project WORTH's job developer has worked increasingly closely with employers and employer groups for both placement and retention purposes.

The common thread running through these three examples -- and through the other most effective JTHDP projects -- is a strong cadre of well-trained case managers who "work the system of linkages" on behalf of their clients. Ultimately, linkages are of little use unless accessed appropriately by case managers and program participants.

3. Barriers to Coordination of Services

Most coordination efforts encounter some barriers during planning and implementation. These generally involve legal requirements, administrative arrangements, and other factors such as turf and personality issues.[2] Turf problems are particularly relevant to JTHDP, because the needs of homeless people cut across traditional agency boundaries.

Because JTHDP was a demonstration program with considerable flexibility in use of funds, local projects have faced few legal or funding barriers to coordination of services. In fact, flexibility in funding has enhanced both participant outcomes and coordination -- a common example is the use of project funds to pay security deposits and other move-in costs, thus enhancing the potential for coordination between JTHDP and housing providers (both nonprofit and for-profit).

Administrative barriers, on the other hand, are both real and serious. Among these are the following:

Difficulty in Working with Staff from Other Agencies. Interagency linkages can be inhibited by different agency missions and by lack of knowledge of other programs. This is not unique to JTHDP, but is common in the JTPA coordination experience as well.[3] One difficulty in working with other agencies is the potential for differences in mission. Employment is the primary goal for PICs, for example, while the housing agencies with which they need to coordinate place more importance on housing than on employment. Other examples include chemical dependence programs (in which "staying clean" is the ultimate objective), JOBS programs (in which long-term improvement of education/skills may vie with a JTHDP program's emphasis on and participants' desire for job placement), and therapeutic organizations (where the goal of a sheltered work situation may contrast with JTHDP's emphasis on unsubsidized employment).

---

[2] J. Trutko, et al., An Assessment of the JTPA Role in State and Local Coordination Activities, Research and Evaluation Report Series 91-D, U.S. Department of Labor, 1991.

[3] Trutko, et al. (1991).

JTHDP staff -- especially where a training-oriented organization is the grantee -- report particular difficulties mastering the complications of subsidized housing programs and the housing industry generally. On the other hand, for many projects run by housing-oriented agencies, it has been a challenge to learn how to link up with training resources. One way in which some projects have addressed these problems has been through sponsoring joint training.

Early difficulties between JTHDP staff and other agency staff (e.g., shelter barriers to JTHDP outreach efforts, multiple case managers seeking primacy over clients) seem to have been reduced by continued communication efforts over time.

Local Implications of the DOL/HUD Memorandum of Understanding. Although JTHDP grantee staff welcomed the DOL/HUD Memorandum of Understanding (MOU) in concept, some have found that it did not always open the doors to local HUD offices and public housing authorities as expected. Generally, this is because some housing agencies are unaware of the MOU and continue to operate on a "business as usual" basis. Those sites that have negotiated formal agreements with housing agencies attribute their success primarily to persistence in negotiating with local housing authorities. Some local housing agencies are unable to negotiate agreements with JTHDP grantees (largely because of federal and local requirements to give priority to specific groups of homeless individuals), making Section 8 certificates virtually unobtainable in some sites; others continue to struggle with conflicting missions between JTHDP and housing staff.

Other barriers to coordination include:

Time Required to Plan and Implement Coordination. Those projects that have established coordinated systems of linkages devoted a great deal of time to developing those systems, and continue to invest time in maintaining them. Both the City of St. Paul's Project Decisions and Seattle's Homeless Initiative Pilot Project convene monthly meetings of coordinating agencies for trouble-shooting and communication purposes, and convene interagency case manager meetings as well. Directors of both of those projects acknowledge that the time spent on coordination is substantial, but worthwhile.

High Staff Turnover. Staff turnover is a particular barrier to coordination in a case management system, particularly when the case manager is key to creating a tailored service package. Those sites in which coordination is largely informal suffer most from high staff turnover, because new staff have to spend inordinate amounts of time building personal relationships with their counterparts in linkage agencies. However, even where formal agreements exist, new staff inevitably need to establish their own personal relationships with staff in other agencies, albeit within the framework of a formal interagency relationship that makes their task easier.

Lack of Political Support. JTHDP projects benefit from the presence of visible political support from elected officials and other community leaders, because such support provides incentives for other agencies to coordinate with JTHDP. An additional type of political support is the existence of a community-wide coalition on homelessness; projects such as Louisville's Project WORTH and San Diego's Regional Employment and Training Consortium have connected with a multitude of community organizations through such coalitions. Those projects run by PICs, or in partnership with PICs, gain similar coordination benefits through their access to the PIC's member agencies.

CHAPTER 4:

PROGRAM AND PARTICIPANT OUTCOMES

As discussed in Chapter 1, a key objective of JTHDP is "to gain information on how to provide effective employment and training services to homeless individuals." In this chapter, we focus on outcomes for JTHDP participants to better understand how program participants have been assisted by JTHDP interventions and how program outcomes have varied by the types of participants served.

The chapter has been divided into two sections. The first section analyzes program outcomes based on aggregate site-level data. The second section provides more in-depth analyses of outcomes based on participant-level data -- e.g., analyzing outcomes by type of client and the types of obstacles faced in gaining employment. These participant-level analyses, which are intended to differentiate outcomes for different groups of homeless persons served by JTHDP, are based on client-level data systems maintained by each site.

A. ANALYSES BASED ON SITE-LEVEL DATA

The primary dimensions of JTHDP program outcomes are delineated in the McKinney Act (Section 736b). As specified in the Act, both individual project evaluations and the national evaluation are required to collect the following:

- number of homeless participants served,
- number of homeless participants placed in jobs,
- average length of training time under the project,
- average training cost under the project, and
- average retention rate of placements of homeless participants after training

(with retention measured over a 13-week period).[1]

In addition to the five measures specified in the McKinney Act, DOL/ETA added the following four program outcome measures:

- number of project participants trained,
- average hourly wage at placement and during the 13th week after placement,
- number of project participants placed by type of job, and
- number of project participants with upgraded housing.

This section examines results for Phases I and II on these specific outcome measures, based on data submitted by each site on a quarterly basis and in their annual self-evaluations.

As illustrated in Exhibit 4-1, over the two and one-half year period of Phases I and II, JTHDP has served 20,660 homeless persons.[2] Of those served:

- 76 percent (15,609 participants) received at least one training service,[3]
- 34 percent (7,027 participants) obtained jobs, and
- 38 percent (7,782 participants) obtained upgraded housing.

Of the 7,027 participants obtaining employment, 46 percent (3,232 participants) were employed 13 weeks after their initial job placement.

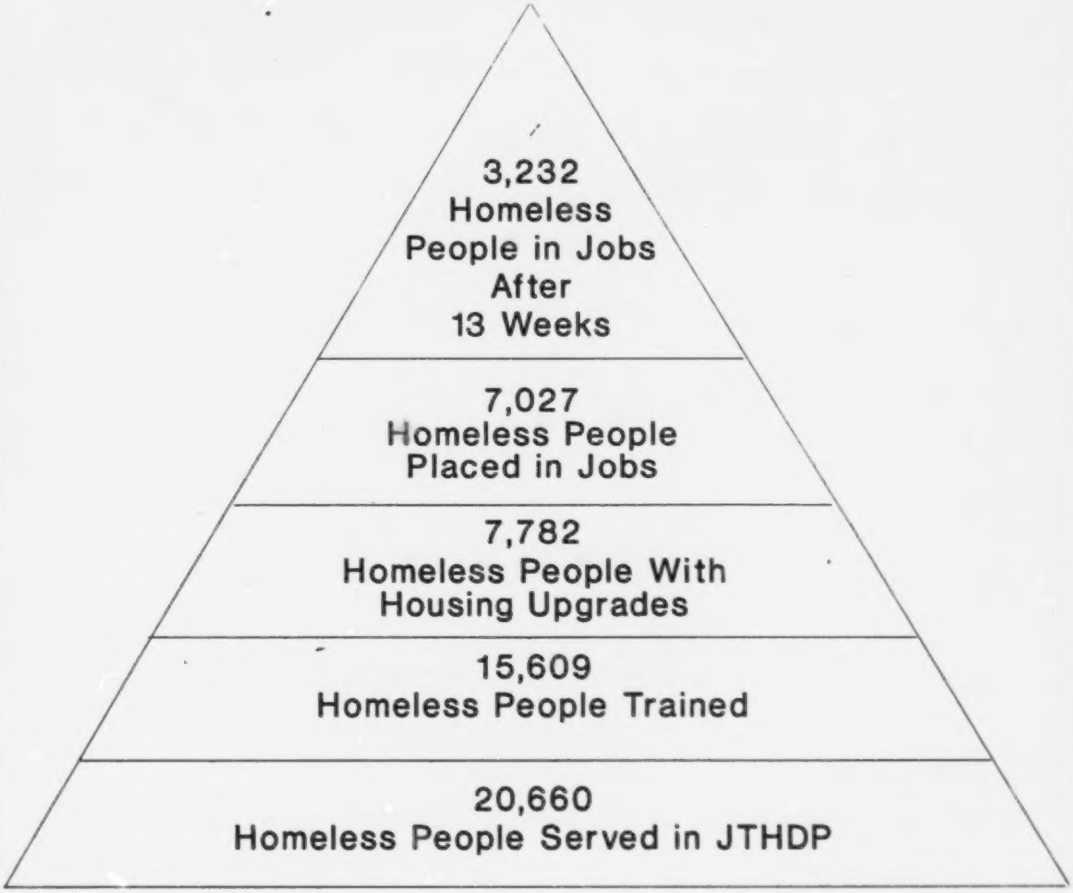
---

[1] Federal Register, Vol. 54, No. 78, April 25, 1989, p. 17860.

[2] Because grantees collected limited participant-level data during the exploratory phase, only Phase I and II are analyzed in this report. Outcomes from the exploratory phase can be found in Job Training for the Homeless: Report on Demonstration's First Year, DOL/ETA, 1991.

[3] The remaining 24 percent of participants did not receive training services, but did receive support, placement/postplacement, housing, and/or information and referral services.

EXHIBIT 4-1: SUMMARY OF OUTCOMES FOR PHASES I AND II


3,232 Homeless People in Jobs After 13 Weeks
7,027 Homeless People Placed in Jobs
7,782 Homeless People With Housing Upgrades
15,609 Homeless People Trained
20,660 Homeless People Served in JTHDP

Source: Quarterly Reports submitted by JTHDP sites.

1. Number of Homeless People Served

As shown in Exhibit 4-2, a total of 20,660 participants were served by JTHDP sites during Phases I and II. With about double the level of funding ($17 million for Phase I versus $8.5 million for Phase II) and over twice the number of sites (45 sites funded in Phase I versus 20 in Phase II), the number of participants served was much greater in Phase I than Phase II (13,920 versus 6,740).[4] However, as shown in Exhibit 4-3, the average number of participants served at each site during Phase I (309 per site) was slightly below the number served during Phase II (337 per site). For the two phases combined, an average of 318 participants per site were served.

Site-level averages, however, tend to obscure the substantial variation in the number of persons served by each JTHDP program. For example, during Phase II, the number of participants served ranged from 41 at the Snohomish County PIC to 1,147 at the Center for Independent Living.

2. Number and Percentage of JTHDP Participants Trained

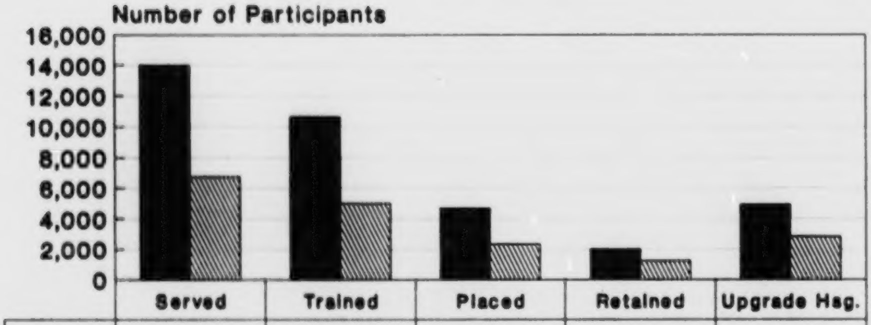
During Phase I and Phase II, a total of 15,609 homeless persons were trained by JTHDP sites. Training is defined broadly to include one or more of the following services:

- remedial education, basic skills training, and literacy training;
- job search assistance and job preparation training;
- job counseling;
- work experience and transitional employment;
- on-the-job training (OJT); and
- vocational or occupational skills training.

---

[4] In addition, Phase I was longer in duration than Phase II (18 months versus 12 months).

Exhibit 4-2:
Summary of JTHDP Program Outcomes



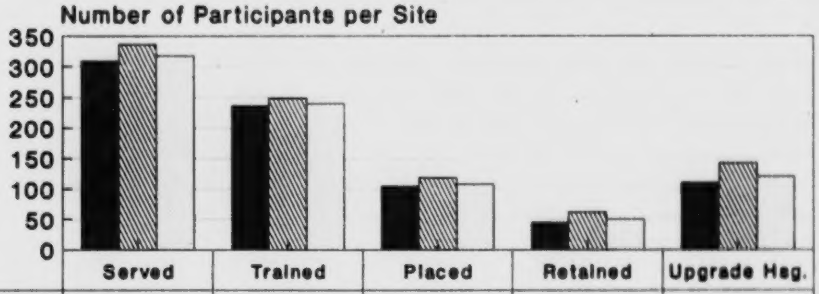
	Served	Trained	Placed	Retained	Upgrade Hsg.
Phase I	13,920	10,629	4,676	1,991	4,935
Phase II	6,740	4,980	2,351	1,241	2,847

Program Outcomes

▇ Phase I ▨ Phase II

Note: Retained refers to # of those employed at 13 weeks after initial placement.

Exhibit 4-3:
JTHDP Key Program Outcomes, Per Site Averages



	Served	Trained	Placed	Retained	Upgrade Hsg.
Phase I	309	236	104	44	110
Phase II	337	249	118	62	142
Total	318	240	108	50	120

Program Outcomes

▇ Phase I ▨ Phase II ☐ Total

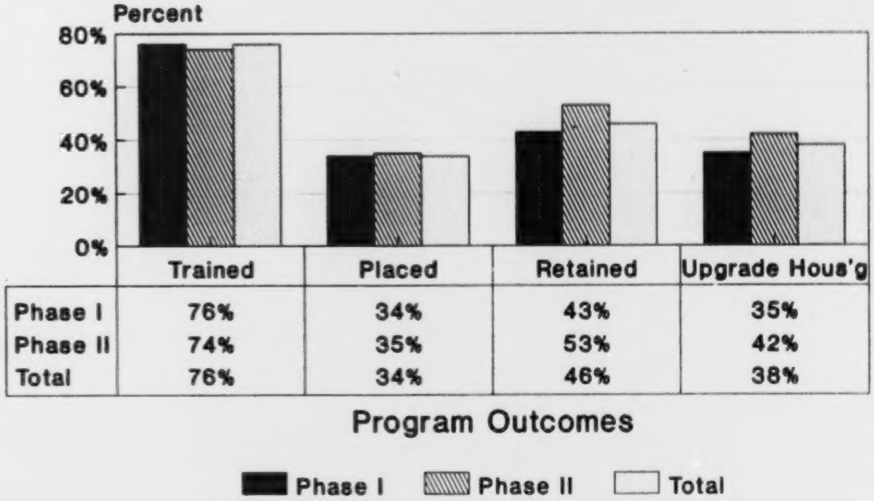
As shown in Exhibit 4-2, the number of persons trained during Phase I (10,629) was more than double the number trained in Phase II (4,980). However, as shown in Exhibit 4-3, the average number of participants trained per site was very similar for the two phases. Overall, an average of 240 homeless persons were trained per site. Similar to the number of participants served, there were substantial differences across sites in the number of persons trained.

As shown in Exhibit 4-4, 76 percent of those served by JTHDP sites received at least one training service. The percentage of those served who received a training service did not change significantly between Phase I (76 percent) and Phase II (74 percent).

3. Average Length of Training

While there were some differences across sites in how the length of training was defined and measured, based on available data provided as part of the quarterly reports, JTHDP participants who were trained received an average of about nine weeks of training during Phase I and Phase II. There was very little reported difference in the average length of training between the two phases. However, depending upon the types of training services provided by sites and the types of participants served, average training time varied substantially across sites. For example, among Phase II sites, the reported average length of training ranged from about three weeks (at the Southeast Tennessee PIC) to about 20 weeks (at the Knoxville-Knox County CAC and the Massachusetts Career Development Institute). It is also important to note that within sites there were often substantial differences in the length of individual participants' training, depending upon the needs of the participant and the types of training services provided.

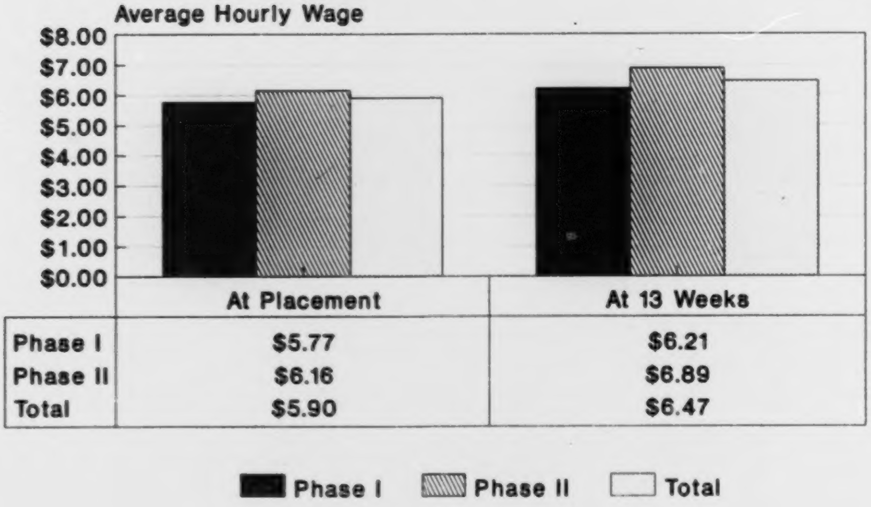
Exhibit 4-4:
Summary of JTHDP Key Outcome Rates



	Trained	Placed	Retained	Upgrade Hous'g
Phase I	76%	34%	43%	35%
Phase II	74%	35%	53%	42%
Total	76%	34%	46%	38%

Note: Rates are a percent of the # of participants, except retention which is based on # placed.

Exhibit 4-5:
Average Hourly Rate at Placement and 13 Weeks



	At Placement	At 13 Weeks
Phase I	$5.77	$6.21
Phase II	$6.16	$6.89
Total	$5.90	$6.47

4. Number and Percentage of Participants Obtaining Employment

A key outcome for JTHDP is the extent to which participants obtained employment.[5] As shown in Exhibits 4-1 and 4-2, a total of 7,027 participants were placed into jobs during Phases I and II. As might be expected, given the much larger number of sites and greater funding during Phase I, the number of participants obtaining employment was greater in Phase I (4,676 placed) compared to Phase II (2,351 placed). However, as shown in Exhibit 4-3, the number of placements per site increased between Phase I (104) and Phase II (118).

As shown in Exhibit 4-4, just over one-third (34 percent) of the 20,660 JTHDP participants during Phases I and II obtained jobs. The placement rate was virtually the same for the two phases. However, average placement rates tend to obscure the substantial variation in rates across JTHDP sites. For example, placement rates during Phase II ranged from above 75 percent in two sites to less than 25 percent in five JTHDP sites. There was also considerable variation within sites between phases. For example, Elgin Community College's placement rate decreased from 39 percent to 22 percent from Phase I to Phase II, while the Southeast Tennessee PIC (34 percent to 77 percent) and the Jackson Employment Center (63 percent to 87 percent) substantially increased their placement rates.

5. Average Hourly Wage at Placement

As shown in Exhibit 4-5, the average hourly wage at placement for JTHDP participants was $5.90 for the two phases combined. The average hourly wage for

---

[5] Employment was defined as a full- or part-time unsubsidized position, with part-time employment defined as working less than 30 hours per week.

Phase II participants ($6.16) was about 7 percent higher than that for Phase I participants ($5.77). Average hourly wage rates ranged in Phase II from $4.90 at Fountain House (in New York City)[6] and $4.93 at the Southeast Tennessee PIC (in Chattanooga) to $8.67 at the Center for Independent Living (in Berkeley, California) and $7.26 at the City of St. Paul.

6. Types of Jobs Obtained by Participants

As shown in Exhibit 4-6, three occupational categories accounted for about 70 percent of job placements during Phases I and II:

- service worker positions (37 percent);
- laborer positions (21 percent), defined as manual occupations generally not requiring specialized training, e.g., car washers, garage laborers; and
- office/clerical positions (13 percent).

Most of these positions required relatively low skill levels. Of the remaining six occupational categories, two -- operatives (e.g., truck drivers and electronic assemblers) and sales positions -- accounted for 14 percent of placements and also required relatively low skill levels. The moderate- to high-skilled jobs -- including craft workers (e.g., electricians and plumbers), professionals, technicians, and officials/managers -- accounted for the remaining 15 percent of placements. Hence, 85 percent of JTHDP participants' initial job placements were in low- or semi-skilled jobs.

The relatively high proportion of job placements in low-skilled positions appears partially to be a result of low levels of skills that many homeless participants bring to the program and their urgent need to find a job. Many of those served by JTHDP have little,

---

[6] Fountain House serves mentally-ill individuals.

Exhibit 4-6
Occupational Categories
for Placed JTHDP Participants

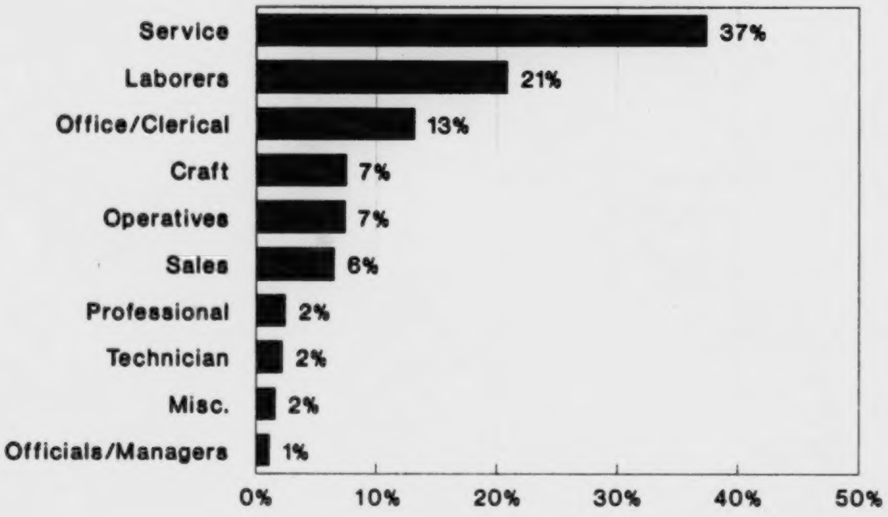
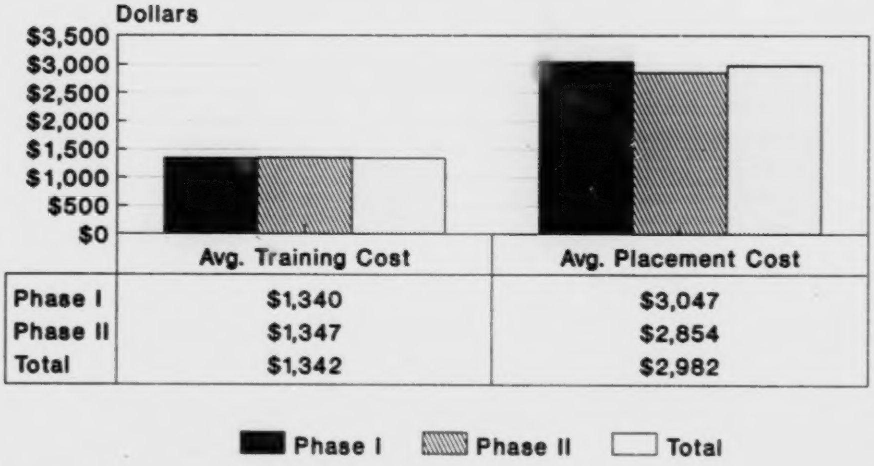


Exhibit 4-7:
Average Training and Placement Costs
for JTHDP Participants.



	Avg. Training Cost	Avg. Placement Cost
Phase I	$1,340	$3,047
Phase II	$1,347	$2,854
Total	$1,342	$2,982

Note: Training costs are per JTHDP participant; placement costs are per participant placed.

if any, income and, according to project staff, are often interested in any job that will provide an immediate source of income to alleviate their desperate situation. In addition, many of those who are enrolled in JTHDP lack the necessary education, skills, and/or experience to qualify for higher paying jobs.

7. Number and Percentage of Participants Employed at the 13th Week After Initial Job Placement

As shown in Exhibits 4-1 and 4-2, during Phases I and II a total of 3,232 participants were employed 13 weeks after their initial job placement.[7] This represented 46 percent of participants initially placed in jobs.[8] The percentage of those placed who were employed at 13 weeks increased between Phase I (43 percent) and Phase II (53 percent). This increase, which suggests somewhat greater effectiveness during Phase II, appears to indicate that sites drew upon their Phase I experiences to enhance their employment retention strategies during Phase II. Many sites intensified their post-placement services to improve employment retention -- for example, the Jackson Employment Center established a team of case managers who visited participants placed in jobs at regular intervals (usually weekly or bi-weekly) for up to a year after initial placement).

Similar to placement rates, there was substantial variation across sites in terms of the percentage of program participants initially placed in jobs who were employed 13 weeks after placement. For example, during Phase II, rates of employment at 13 weeks after initial placement ranged from 75 percent at the City of St. Paul, 72 percent at Elgin Community College, and 70 percent at the Massachusetts Career Development Institute to 20 percent at Hennepin County and 15 percent at the Snohomish County PIC.

---

[7] At the time that the data were collected, projects were not asked to identify whether the job held at 13 weeks was the same as the initial job placement. Since May 1992, projects have been collecting this data.

[8] Follow-up was conducted only on those individuals with initial job placements.

8. Average Hourly Wage During the 13th Week After Placement

As shown in Exhibit 4-5, the average hourly wage of JTHDP participants employed in the 13th week after initial job placement was $6.47 for both phases combined. This represented a 9.7 percent increase over the average wage at initial job placement ($5.90). The average hourly wage of those employed at 13 weeks was 11 percent higher for Phase II participants ($6.89) compared to Phase I participants ($6.21).

9. Number and Percentage of Participants with Upgraded Housing

A total of 7,782 participants, or 38 percent of JTHDP participants, upgraded their housing during their involvement in the program. Participants were considered to have upgraded their housing if they improved their housing situation by one or more classifications:

- street to shelter/friends/relatives, transitional, or permanent subsidized or unsubsidized housing;
- shelter/friends/relatives to transitional housing or permanent subsidized or unsubsidized housing; or
- transitional housing to permanent subsidized or unsubsidized housing.

The percentage of participants upgrading their housing during Phase II (42 percent) was well above that recorded for Phase I participants (35 percent). This suggests that DOL/ETA's emphasis during Phase II on sites establishing strategies for their participants to secure transitional and permanent housing (as well as employment) had an impact on the success of JTHPD participants in securing housing.

10. Average Training Costs

As shown in Exhibit 4-7, the average training cost[9] per JTHDP participant for Phases I and II was $1,342. As shown in the exhibit, there was virtually no change in the average training cost between Phase I ($1,340) and Phase II ($1,347). Average training costs varied substantially across sites.[10] For example, during Phase II, average training cost per participant ranged from under $1,000 in four sites -- $669 at the Jefferson County Public Schools, $712 at the Center for Independent Living, $954 at the Jackson Employment Center, and $960 at Jobs for Homeless People -- to over $2,800 at three sites -- $2,961 at the Southeast Tennessee PIC, $2,844 at the Boys and Girls Club, and $2,813 at the Snohomish PIC. A number of factors contributed to substantial cross-site differences, including: differences in participant characteristics, differences in the number of participants to spread costs across (i.e., economies of scale), differences in the amount and intensity of occupational training provided, the ability of sites to leverage funds for services through other service delivery providers, and differences in the effectiveness of program implementation. For example, sites (such as the Jackson Employment Center and the Center for Independent Living) that utilized a direct employment model (e.g., primarily providing job search/placement assistance) for most of their participants had substantially lower training cost per participant trained than sites (such as the Boys and Girls Club) that provided longer-term occupational skills training and sites (such as Argus Community) that targeted more severely disadvantaged homeless subpopulations.

---

[9] The average costs of training and placement are based on the annual JTHDP grant dollars expended by each site divided by the number of participants trained/placed by each site. The grant dollar expended includes administrative and support expenditures; it does not include other site funds.

[10] Average training costs are difficult to compare across sites because some sites had access to non-JTHDP funds that were used to provide services for JTHDP participants. In addition, sites differed in their ability to refer clients for services to other service providers.

11. Average Cost per Job Placement

As shown in Exhibit 4-7, the average cost per job placement for JTHDP participants securing employment during their involvement with the program was $2,982.[11] The average cost per placement decreased slightly from Phase I ($3,047) to Phase II ($2,854). Similar to average training cost, the cost per placement varied substantially across sites. For example, during Phase II average cost per placement ranged from under $1,500 at four sites -- $1,093 at the Jackson Employment Center, $1,266 at the Knoxville CAC, $1,360 at Hennepin County, and $1,453 at the Southeast Tennessee PIC -- to over $7,000 at two sites -- $7,789 at the Snohomish County PIC and $7,032 at the Boys and Girls Club. The factors that were cited earlier as affecting training cost also appeared to contribute to substantial cross-site differences in cost per placement.

B. ANALYSES BASED ON PARTICIPANT-LEVEL DATA

Using participant-level data maintained by sites, this section examines placement rates, employment retention rates, and rates at which JTHDP participants secured permanent housing. It is important to note that participant-level data are available for 71 percent of JTHDP participants and are not always complete with respect to specific outcomes for participants.[12] Despite the fact that there are some missing records within the participant-level data series, there remains a close match on key outcome measures between the aggregate data (reported in quarterly reports by sites) and the participant-level data:

---

[11] The average cost per placement is calculated by dividing the total grantee expenditures incurred by the number of participants placed in jobs.

- **job placement rate:** this rate was 34 percent for the aggregate quarterly data versus 35 percent for the participant-level data; and
- **employment retention rate:** this rate was 46 percent for the aggregate quarterly data versus 45 percent for the participant-level data.

Hence, while rates of placement and retention are slightly different between the two data series, the participant-level data are a good reflection of overall aggregate outcomes reported by sites.[13]

1. Job Placement Rate

While there were some differences in placement rates across various participant characteristics and subgroups, it is surprising that the differences were not greater. For example, long-term homeless participants -- a group that many would have considered relatively "hard-to-serve" -- had a placement rate of 32 percent, which was only slightly below the 35 percent average for all participants. Hence, despite some differences in placement rates, JTHDP experience suggests that once homeless individuals are enrolled in the program, chances of successful employment outcomes are not all that different across specific homeless subpopulations and that it is difficult to predict success based simply on the circumstances or characteristics of participants at the time of intake. It also suggests that sites were able to effectively serve a wide spectrum of the homeless population with relatively little variation in placement rates. In part, this lack of variation is related to case management which has enabled sites to tailor services to meet each participant's specific needs and barriers to employment.

---

[12] Automated (participant-level) data were available for 44 of 45 sites during Phase I and for 19 of 20 sites during Phase II.

[13] DOL/ETA has instituted changes in the voluntary automated data system to enhance the participant-level data and bring them in line with the aggregate data reported by sites. These improvements are designed to better match aggregate outcomes reported by sites and participant-level data.

As shown in Exhibit 4-8, despite lack of substantial variation, there were some notable differences in placement rates by participant characteristics. JTHDP participants were somewhat more likely to be placed if they were/had:

- **over 22 years of age** -- 31 percent of participants age 18 to 21 were placed, compared to 36 percent of participants over 22 years of age;
- **male** -- 36 percent of males were placed compared to 32 percent of females;
- **white** -- 38 percent of whites were placed versus 33 percent of blacks and 34 percent of Hispanics;
- **non-disabled veterans** -- 41 percent of non-disabled veterans were placed versus 34 percent of non-veterans and 26 percent of disabled veterans;
- **more highly educated** -- placement rates steadily increased as grade completed increased (e.g., 28 percent of those with six of fewer years of education were placed compared to 40 percent of those completing college);
- **employed at the time of intake to JTHDP** -- though relatively few JTHDP participants were employed at the time of intake (11 percent), those who were employed were more likely to be placed (48 percent) than those who were not employed (36 percent);
- **earned some wage income during the six months preceding intake** -- 49 percent of participants reporting gross income of $3,000 or more were placed versus 42 percent of participants with incomes of $1 to $2,999 and 32 percent with no wage income during the six months preceding intake; in addition, those reporting receipt of SSI, Social Security, SSDI, or AFDC during the prior six months were considerably less likely to be placed;
- **private health insurance or no health insurance at the time of intake** -- 39 percent of those with no insurance and 45 percent with private health insurance were placed compared with only 23 percent of those with Medicare and 26 percent of those with Medicaid;

EXHIBIT 4-8: EMPLOYMENT AND HOUSING OUTCOMES BY PARTICIPANT CHARACTERISTICS

PARTICIPANT CHARACTERISTICS	JOB PLACEMENT RATE	EMPLOYMENT RETENTION RATE	SECURED PERMANENT HOUSING
TOTAL	35%	45%	26%
AGE			
<17	27%	27%	36%
18-21	31%	46%	33%
22-34	36%	45%	26%
35-54	35%	46%	24%
55+	36%	45%	23%
SEX			
Male	36%	43%	22%
Female	32%	49%	34%
RACE/ETHNICITY			
White	38%	43%	29%
Black/Non-Hispanic	33%	46%	24%
Hispanic	34%	46%	26%
Other	28%	50%	29%
VETERAN STATUS			
Non-Disabled Vet.	41%	44%	25%
Disabled Veteran	26%	43%	21%
Non-Veteran	34%	45%	27%
MARITAL STATUS			
Single	33%	44%	24%
Married	39%	45%	40%
Separated	37%	48%	26%
Divorced	39%	47%	27%
Widowed	28%	35%	23%
DEPENDENT CHILDREN			
Yes	36%	49%	32%
No	34%	42%	22%
EDUCATION			
6 or Less (Elementary)	28%	51%	22%
7-11	31%	43%	26%
12 (High School)	37%	45%	26%
13-15 (Some College)	41%	47%	27%
16+ (Complete College)	40%	58%	29%
IN LABOR FORCE AT INTAKE			
Yes	42%	46%	27%
No	31%	45%	25%
EMPLOYED AT INTAKE			
Yes	48%	53%	26%
No	36%	44%	29%
HOURS WORKED WEEK BEFORE INTAKE			
None	36%	45%	25%
1-39	45%	51%	30%
40+	49%	57%	37%

BEST COPY AVAILABLE

EXHIBIT 4-8: EMPLOYMENT AND HOUSING OUTCOMES BY PARTICIPANT CHARACTERISTICS (CONTINUED)

PARTICIPANT CHARACTERISTICS	JOB PLACEMENT RATE	EMPLOYMENT RETENTION RATE	SECURED PERMANENT HOUSING
TOTAL	35%	45%	26%
WEEKS UNEMPLOYED			
0	32%	48%	26%
1-9	44%	45%	28%
10-19	44%	45%	28%
20-25	41%	44%	27%
26	31%	47%	23%
HOURLY WAGE			
Less than $6.00	37%	43%	27%
$6.00 or More	40%	49%	25%
GROSS INCOME (6 MO.)			
None	32%	45%	23%
$1-$2,999	42%	44%	29%
$3,000 +	49%	49%	29%
INCOME SOURCES			
Wage Income	46%	46%	27%
State/Local GA	31%	47%	24%
Food Stamps	35%	45%	28%
SSI	24%	50%	14%
Social Security	15%	43%	16%
SSDI	27%	51%	21%
AFDC	28%	48%	44%
HEALTH INSURANCE			
None	39%	44%	24%
Medicaid	26%	55%	29%
Medicare	23%	49%	20%
Private Health Ins.	45%	58%	26%
State Health Program	38%	46%	28%
HOUSING STATUS AT INTAKE			
Street	28%	39%	19%
Shelter	33%	41%	25%
Friends/Relatives	34%	47%	28%
Transitional	47%	51%	26%
Other	33%	56%	35%
MONTHS HOMELESS			
<1	35%	44%	29%
1-3	37%	47%	29%
4-6	36%	45%	25%
7-12	33%	47%	23%
13-24	32%	42%	21%
25-48	19%	41%	19%
48 +	25%	36%	11%

EXHIBIT 4-8: EMPLOYMENT AND HOUSING OUTCOMES BY PARTICIPANT CHARACTERISTICS (CONTINUED)

PARTICIPANT CHARACTERISTICS	JOB PLACEMENT RATE	EMPLOYMENT RETENTION RATE	SECURED PERMANENT HOUSING
TOTAL	35%	45%	26%
REASONS HOMELESS			
Job Loss	37%	43%	25%
Eviction	33%	41%	29%
Unable to Pay Rent	35%	46%	28%
Runaway/Transient	28%	34%	22%
Lack Affordable Hsg.	35%	45%	29%
Personal Crisis	34%	43%	27%
Family Illness	34%	43%	23%
Mental Illness	26%	40%	19%
Alcohol Abuse	39%	45%	23%
Drug Abuse	38%	49%	21%
Term. of Pub. Asst.	33%	53%	28%
Physical Disability	25%	32%	25%
Divorce/Term. of Relat.	34%	44%	27%
Housing Condemn/Sold	30%	48%	31%
Other	38%	42%	28%
LEADING OBSTACLES TO EMPLOYMENT			
Lack Transportation	36%	44%	27%
Lack Training/Skills	32%	47%	27%
Minimal Work History	28%	46%	25%
School Dropout	29%	45%	25%
Other Obstacles	40%	43%	27%
Alcohol Abuse	37%	43%	22%
Drug Abuse	37%	47%	21%
Dislocated Worker	30%	45%	24%
Lack Identification	31%	35%	17%
Lack of Day Care	34%	53%	43%
Ex-Offender	39%	42%	22%
Legal Problems	35%	43%	28%
Abusive Family Sit.	32%	48%	30%
Mental Illness	29%	47%	15%
Physical Disability	25%	45%	23%
Pregnancy	21%	48%	34%
Older Worker	32%	32%	24%
Illness, Personal/Family	32%	46%	29%
Limited Lang./Prof./English	36%	56%	28%
Reading/Math Below 7th Grade	31%	47%	23%
Default Government Loan	33%	43%	30%
Displaced Homemaker	33%	52%	31%
SUBPOPULATION GROUP			
Mentally Ill	31%	50%	18%
Chemically Dependent	37%	45%	22%
Long-Term Homeless	32%	48%	21%
Unmarried Males	35%	43%	21%
Homeless Families	34%	52%	39%

Notes: Figures for JTHDP participants come from participant-level data collected and maintained by sites. Sample sizes varying within cells because of missing data, so averages within cells may differ from the overall averages for job placement rates, employment retention rates, and the percentage of participants securing permanent housing. The job placement and employment retention rates for mentally ill persons include sheltered work experiences and temporary employment placements.

- **living in transitional housing at the time of intake** -- 47 percent of participants living in transitional housing at the time of intake entered employment; only 28 percent of participants that said they were on the street the night before intake entered employment; and

- **homeless less than six months** -- likelihood of entering employment was considerably lower for those who had been homeless two years or longer -- only 23 percent of participants who had been homeless for more than two years were placed compared to 36 percent of those participants who had been homeless two years or less.

While placement rates varied somewhat across the five subpopulations of the homeless profiled, it was surprising that the differences were not greater. Mentally ill participants (with a placement rate of 31 percent) and participants who were homeless for at least six months (32 percent) had the lowest placement rates among the subgroups profiled. Yet these placement rates were only slightly below the 35 percent average for all JTHDP participants. Sites serving substantial numbers of mentally ill persons -- such as Fountain House and Argus Community -- found that while unsubsidized employment was a potential outcome for some mentally ill participants, for many a sheltered or temporary employment position was the most appropriate outcome. The slightly lower than average placement rate for the long-term homeless may have been related to the effects of prolonged homelessness on the self-esteem, appearance, and employability of an individual. Job placement rates for the other three groups -- chemically dependent persons (37 percent), unmarried males (35 percent), and homeless family members (34 percent) -- were close to the average for all program participants.

Overall, the lack of variation in placement rates among the five profiled subgroups (and generally across various characteristics of program participants) suggests that the full spectrum of the homeless can be served by employment and training programs such as JTHDP. Sites were generally able to individualize service delivery strategies so the varied needs of different subpopulations (e.g., members of homeless families versus unmarried males) could be met and homeless individuals facing widely varying obstacles to employment could secure employment.

2. Employment Retention Rate

Similar to placement rates, there appeared to be relatively minor differences in employment retention rates (i.e., the percentage of placed participants who were employed 13 weeks after placement) across participant characteristics and subgroups. The fact that differences were relatively modest suggests that JTHDP sites were able to promote job retention equally well for a wide spectrum of the homeless. As pointed out earlier in the chapter, there was a substantial improvement in employment retention rates between Phase I and Phase II -- suggesting that sites built upon their Phase I experience and implemented retention strategies that promoted longer-term employment.

Despite a surprising degree of similarity in retention rates among program participants, there were some notable differences across several participant characteristics. As shown in Exhibit 4-8, JTHDP participants were somewhat more likely to be employed 13 weeks after initial placement if they were/had:

- **female** -- 49 percent of females (initially placed in jobs) were employed at 13 weeks compared to 43 percent of males;
- **dependent children** -- 49 percent of those placed with dependent children were employed at 13 weeks versus 42 percent who did not have dependent children;
- **employed at the time of JTHDP intake** -- 53 percent of those placed who were employed at intake were employed at 13 weeks versus 44 percent who were placed but had not been employed at the time of intake;
- **private health insurance, Medicaid, or Medicare** -- those with a private health insurance plan (58 percent), Medicaid (55 percent), or Medicare (49 percent) at the time of intake to JTHDP were more likely to be employed at 13 weeks after initial placement than those with no health insurance (44 percent) or state/local health plans (46 percent);

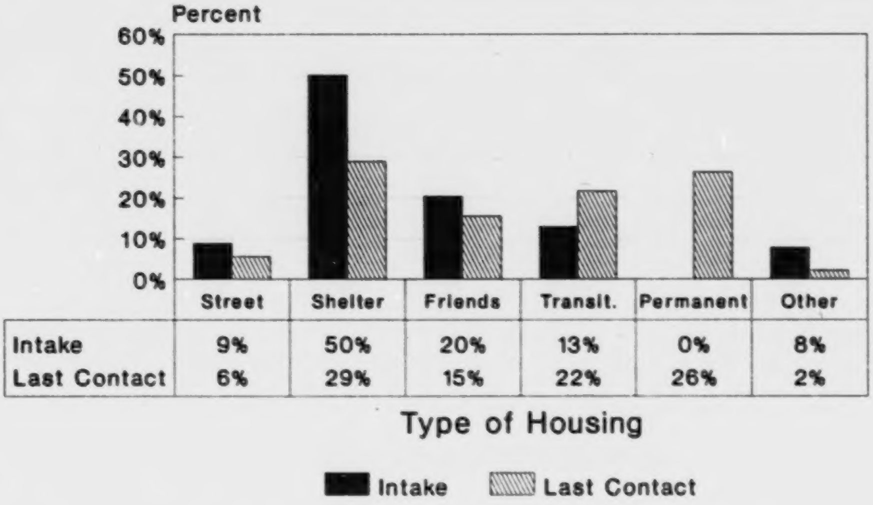
- **living in transitional housing at the time of intake** -- 51 percent of participants living in transitional housing at the time of intake were employed at 13 weeks after initial placement; only 38 percent of participants who said they were on the street the night before intake were employed 13 weeks after initial placement;
- **homeless one year or less prior to intake** -- 46 percent of those homeless one year or less prior to JTHDP intake (compared to 40 percent of those who had been homeless more than one year prior to intake) were employed at 13 weeks after initial job placement.

With the exception of unmarried males (43 percent), the employment retention rate for the five JTHDP subpopulations (profiled in Chapter 2) was at or above the average for all JTHDP participants. Individuals within homeless families who entered employment had the highest rate of employment at 13 weeks (52 percent) among the five subgroups. Next, in contrast to their lower-than-average placement rate, half (50 percent) of the mentally ill initially placed in jobs were employed 13 weeks after initial placement. Somewhat surprisingly, the long-term homeless (with an employment retention rate of 48 percent) were also slightly more likely that the average JTHDP participant to be employed at 13 weeks after placement. Once again, the similarity among retention rates suggests that programs such as JTHDP can serve a wide spectrum of the homeless and work with program participants, regardless of the obstacles they may face to long-term employment, to help them to retain jobs over the long term.

3. Improvement of Housing Conditions

As discussed earlier in this chapter, 38 percent of JTHDP participants served during Phases I and II upgraded their housing status during their involvement in the program. Exhibit 4-9 compares the housing status of JTHDP participants at program entry and at the time participants were last contacted by the program. About one-fourth (26 percent) of program participants during the two phases combined had secured permanent housing

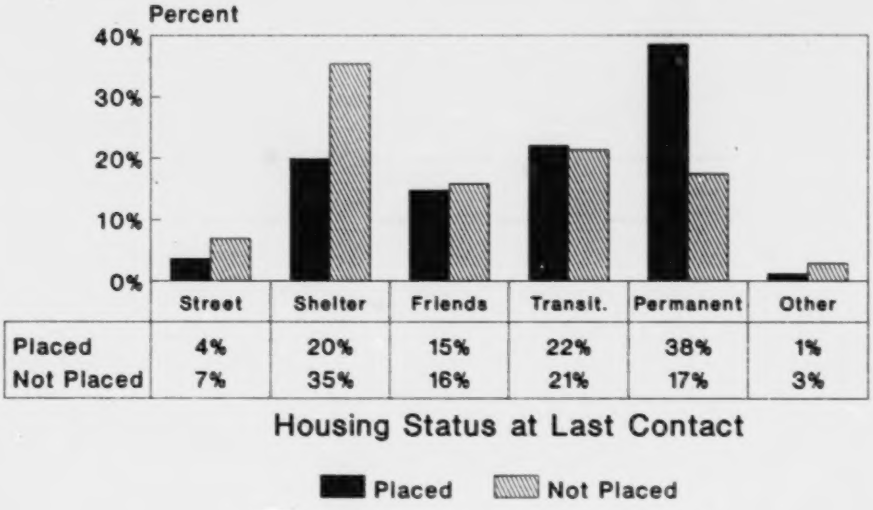
Exhibit 4-9:
Comparison of Housing Status at Intake and Last Recorded Client Contact



	Street	Shelter	Friends	Transit.	Permanent	Other
Intake	9%	50%	20%	13%	0%	8%
Last Contact	6%	29%	15%	22%	26%	2%

Note: Data are for Phases I and II.

Exhibit 4-10:
Comparison of Housing Outcomes for Placed and Not Placed Participants



	Street	Shelter	Friends	Transit.	Permanent	Other
Placed	4%	20%	15%	22%	38%	1%
Not Placed	7%	35%	16%	21%	17%	3%

when last contacted by program staff. In comparison to their housing status at intake, participants were:

- substantially **less likely to be housed in shelters** (29 percent of participants were in shelters at the time of last contact compared to 50 percent at intake);
- slightly **less likely to be on the street** (6 percent of participants were on the street at the time of last contact compared to 9 percent at intake);
- **less likely to be living with friends or relatives** (15 percent of participants were living with friends or relatives at the time of last contact compared to 20 percent at intake); and
- **more likely to be in transitional housing** (22 percent of participants were living in transitional housing at the time of last contact compared to 13 percent at intake).

Securing permanent housing was closely linked with the other two key program outcomes -- initial job placement and employment at 13 weeks after initial placement. As shown in Exhibit 4-10, 38 percent of participants who were placed in a job secured permanent housing compared to 17 percent of those that were not placed in jobs. Of those employed 13 weeks after initial placement (not shown in the exhibit), 48 percent secured permanent housing compared to 30 percent of those (initially placed) that were not employed 13 weeks after initial placement.

Exhibit 4-8 (shown earlier) displays the characteristics of participants who had achieved permanent housing at the time of last contact by the program. In comparison to job placement rates and employment retention rates, there was considerably greater variation in housing outcomes among JTHDP participants. In particular, among the various subpopulations served, families (i.e., participants with dependent children) generally were substantially more successful in securing permanent housing. The success of families in securing housing appears to be related to generally greater availability of housing assistance in communities for families versus single individuals. JTHDP participants were generally more likely to have secured permanent housing if they were:

- **younger** -- 34 percent of participants under the age of 21 secured permanent housing compared with 24 percent of participants age 35 or older;
- **female** -- 34 percent of females secured permanent housing compared to 22 percent of males;
- **white** -- 29 percent of whites compared to 24 percent of blacks and 26 percent of Hispanics secured permanent housing;
- **married** -- 40 percent of married participants secured permanent housing compared to a range of 23 to 27 percent for those not married;
- **with dependent children** -- 32 percent of participants with dependent children secured permanent housing compared to 22 percent of participants without dependent children;
- **working 40 hours or more the week before entry to JTHDP** -- 37 percent of those that had worked 40 hours or more the week before intake secured permanent housing versus 25 percent of those not working the week before intake;
- **receiving AFDC in the six months prior to JTHDP intake** -- 44 percent of AFDC participants secured permanent housing; only 14 percent of SSI recipients, 16 percent of Social Security recipients, and 21 percent of SSDI recipients secured permanent housing;
- **not living on the street at the time of intake** -- only 19 percent of those living on the street secured permanent housing during involvement in JTHDP; 25 percent of those in shelters, 28 percent of those staying with friends and relatives, and 26 percent of those in transitional housing secured permanent housing;
- **homeless less than six months** -- likelihood of securing permanent housing steadily declined as the months of homelessness prior to intake increased (e.g., 29 percent of those homeless under one month secured permanent housing compared to just 11 percent of those that had been homeless for more than four years).

With the exception of homeless families, the likelihood of securing permanent housing for the five JTHDP subpopulations (profiled in Chapter 2) was below the average for all JTHDP participants. Nearly 40 percent of individuals within homeless families were able to secure permanent housing. None of the other four groups had more than 22 percent of participants secure permanent housing. The much higher rates of securing permanent housing among families served by JTHDP underscores the importance of the availability of housing assistance for homeless subpopulations served by programs such as JTHDP -- i.e., housing assistance programs such as Section 8 and public housing are more readily available for families than other homeless subpopulations.

CHAPTER 5:

FINDINGS, CONCLUSIONS, AND IMPLICATIONS

As stated in the Conference Report for the Stewart B. McKinney Homeless Assistance Act, a principal objective of JTHDP is to "provide a source of information and direction for the future of job training programs for homeless Americans."[1] This chapter reviews key lessons that have been learned from the JTHDP experience to date and their implications for improving employment and training services for America's homeless population.

A. MAJOR FINDINGS RELATING TO THE DESIGN OF EFFECTIVE EMPLOYMENT AND TRAINING SERVICES FOR HOMELESS PERSONS

JTHDP experience to date has expanded our knowledge of the feasibility of serving a wide spectrum of America's homeless population and the effectiveness of alternative strategies and delivery systems for serving homeless individuals. Below, we summarize some of the key lessons learned from the demonstration concerning the design of employment and training programs that are most likely to assist homeless persons in securing jobs and upgrading their housing.

1. Employment and Training Programs Can Successfully Serve a Wide Spectrum of the Homeless.

Based on JTHDP experience to date, it can be concluded that it is feasible to establish employment and training programs at the local level to serve successfully the general homeless population and specific subgroups of the homeless population. Since its inception in 1988, over 28,000 homeless individuals have been served by demonstration sites, about 20,000 individuals have received training, about 9,500 individuals have obtained employment, and about 9,800 individuals have upgraded their housing condition.

---

[1] House of Representatives, 100th Congress, 1st Session, Stewart B. McKinney Homeless Assistance Act: Conference Report, Report 100-174, June 19, 1987.

As was shown in greater detail in Chapter 2, it is also possible to serve and place members of the homeless population with a wide range of characteristics and to meet their varied needs. As designed and implemented by DOL, program sites have served the full spectrum of the homeless population, including mentally ill individuals, chemically dependent persons, dislocated workers, displaced homemakers, families, individuals who have been homeless for long periods, physically disabled persons, and many other subgroups. A significant minority of those served were able to overcome multiple barriers to employment to secure (and retain) jobs and permanent housing. In fact, one of the surprising findings of the analyses of participant-level data was that once homeless individuals were enrolled in JTHDP the chances of successful employment outcomes (i.e., job placement and retention) were not all that different across specific homeless subpopulations, and that it was difficult to predict success based simply on the circumstances or characteristics of participants at the time of intake.

2. A Small Percentage of the U.S. Homeless Population Are Currently Being Served by DOL Employment and Training Programs.

In FY 1991, approximately 8,000 homeless participants were served under the JTPA Title II-A program. An additional 6,750 were served by JTHDP in 14 urban areas across the country. Given recent estimates of the homeless population at nearly one million in the U.S.,[2] only a small proportion are receiving services from DOL employment and training programs. JTHDP experience gives evidence that a substantial minority of the homeless population can immediately benefit from employment and training programs.

3. A Wide Variety of Public and Private Agencies Can Successfully Establish and Operate Employment and Training Programs for Homeless Persons.

There are many organizations -- both public and private -- at the state and local level that can effectively design and operate employment and training programs for homeless populations. In fact, during the last open competition for JTHDP grant funds, DOL/ETA received over 300 grant applications. A total of 62 grantees -- including JTPA SDAs, mental health organizations, shelters, a variety of agencies operated under city governments, community action committees, education agencies (e.g., a community college, a vocational training institute, and a county public school system), and a variety of other agencies have designed, developed, and implemented demonstration efforts serving varying homeless subpopulations. For example, during Phase I, while about half of the sites served all homeless individuals (22 sites), the remaining sites exclusively targeted various homeless subgroups: mentally ill persons (three sites), youth (two sites), adults (12 sites), adult or junior offenders and non-English speakers (1 site), mentally ill persons and single mothers (1 site), women (2 sites), men with a history of chemical dependency problems and/or mental health problems (1 site), and homeless single parents (1 site).[3]

---

[2] For example, if the Urban Institute's estimate that more than one million persons in the United States were homeless at some time during 1987 is used, the number of homeless persons served through JTPA Title II-A annually represents less than one percent of America's homeless population. Even including the homeless persons served by JTHDP and the Homeless Veterans' Reintegration Projects, all three programs served an estimated two percent of the homeless population.

[3] R.O.W. Sciences (1992).

While there was substantial variation in employment and housing outcomes across grantees during both Phases I and II, based on data available from the demonstration, it is not yet possible to determine whether any specific approach to service delivery is clearly more or less effective in serving homeless persons.

4. Employment and Training Programs for Homeless Persons Must Offer a Wide Array of Services (Including Housing Services), Often Requiring Linkages with Other Service Providers.

JTHDP experience underscores the importance of providing a comprehensive range of services to meet the varied needs and problems faced by homeless persons. It is not enough for programs serving homeless persons to provide only direct job search or occupational training services. As discussed in Chapter 2, each homeless person faces a different mix of barriers to overcoming homelessness. These barriers must be addressed before individuals are likely to secure long-term employment and permanent housing. Program experience suggests that at a minimum -- either through the sponsoring agency or effective linkages with other local service providers -- the following core services must be made available to serve homeless individuals responsively:

- case management and counseling;
- assessment and employability development planning;
- chemical dependency assessment and counseling, with referral as appropriate to outpatient and/or inpatient treatment;
- other supportive services (e.g. child care, transportation, mental health assessment/counseling/referral to treatment, other health care services, motivational skills training, and life skills training);
- job training services, including (a) remedial education and basic skills/literacy instruction, (b) job search assistance and job preparatory training, (c) job counseling, (d) vocational and occupational skills training, (e) work experience, and (f) on-the-job training;

- job development and placement services;
- post-placement follow-up and support services (e.g., additional job placement services, training after placement, self-help support groups, mentoring); and
- housing services (e.g., emergency housing assistance, assessment of housing needs, referrals to appropriate housing alternatives, and development of strategies to address gaps in the supply of housing for participants).

The need for comprehensive provision of services points to the need for strong linkages and coordination arrangements with other local service providers. No single agency can be expected to directly provide all of the services required for the full spectrum of homeless persons within a locality, and to do so would likely result in duplication of services. Therefore, careful planning of the service delivery strategies is needed, including an inventory of services available at the local level and an assessment of how such services might be relevant to the needs of homeless individuals. JTHDP grantees were able to greatly expand the availability of services for their participants and to leverage funding for providing additional services for participants through extensive use of coordination.

5. Employment and Training Programs Serving Homeless Individuals Require Comprehensive Assessment and Ongoing Case Management.

Analyses of participant-level data, as well as evidence from interviews with JTHDP staff, suggest that most homeless individuals face multiple barriers to employment and that these barriers are not always evident at the time of intake. For example, chemical dependency, poor reading skills, a history of domestic abuse, and mental health issues are often not revealed by participants at the time of intake. Hence, comprehensive and ongoing participant assessment is critical to identifying specific obstacles to employment and to tailoring services to meet the specific needs of each individual. In developing, testing, and refining their service delivery strategies, demonstration sites recognized that no single approach or model could meet the needs of all homeless individuals.

Closely related to comprehensive assessment is the need for ongoing case management. Program experience suggests that a case management approach -- typically under which a participant is assigned to and monitored by an agency case worker[4] -- is a critical ingredient in tailoring services to specific needs of the homeless participants. Case management also enables agency staff to monitor the progress of participants toward their individualized goals and alter the mix of services to respond to changing circumstances or needs of the participant. For some subpopulations of the homeless -- particularly individuals who (a) have severe and prolonged mental illness, (b) are actively (or have recently been) chemically dependent, or (c) have been homeless over long periods -- there is likely to be a greater need for intensified case management and long-term support services than are normally provided through traditional job and training programs.

6. Employment and Training Programs for Homeless Persons Need to Provide Short-Term Job Search/Placement Services.

A substantial proportion of homeless individuals served under the demonstration were primarily interested in obtaining employment and improving their housing situation in the shortest time possible. This was particularly the case among many non-disabled males, who had no access to AFDC or SSI, and generally did not qualify for housing assistance (such as Section 8 or public housing). Even though many homeless individuals lack the education and occupational training/experience to qualify for higher paying jobs, their urgent need for income and housing often means they have little interest in (or ability to attend) longer-term occupational training needed to obtain higher skilled/paying jobs. Hence, unless an agency is serving a special needs population (such as mentally ill persons), employment and training programs serving homeless individuals need to include a program component that provides short-term job search and placement services. These services should be structured so that participants can move from intake through assessment, a job search workshop, and job search/job development within a two- to three-week period. Such direct employment strategies should be supplemented by an array of support services to meet special needs of participants and provide information and referral services so that interested participants can obtain longer-term occupational training/education once they have stabilized their situations.

---

[4] As discussed in Chapter 3, JTHDP agencies used several models of case management -- ranging from a single case manager to a team of case managers for each participant.

7. Long-Term Follow-Up and Support Is Needed to Effectively Serve Homeless Persons.

JTHDP experience suggests that as part of the case management process, it is important to provide long-term follow-up and support for program participants. For most homeless individuals, the problems that led to homelessness do not suddenly disappear upon entering the workplace or securing permanent housing. Hence, even after job placement, many homeless individuals still need supportive services and an objective and informed person to guide them. By providing follow-up services and ongoing case management (for six months or even longer after a participant has secured a job), agencies can help to troubleshoot problems (before they become bigger problems) and assure that participants do not return to homelessness. An added benefit is that agencies are better able to track long-term success of their services and adjust service delivery strategies accordingly.

8. JTHDP Suggests That About One-Third of Homeless Participants in a Mature National Employment and Training Program Would Be Likely to Secure Jobs, and Nearly Half of Those Securing Jobs Would Be Likely to Be Employed 13 Weeks Later.

Since JTHDP's inception in 1988, despite considerable cross-site variation, job placement rates (when combined across all grantees) have been relatively stable at about one-third of JTHDP participants. Job placement rates were 33 percent for the exploratory phase, 34 percent for Phase I, and 35 percent for Phase II. If programs are carefully structured to include follow-up and retention strategies, about half of those placed in jobs can be expected to be employed (in the same or a different job) 13 weeks after the initial placement. Retention rates have increased for grantees since the inception of JTHDP -- from 40 percent during the exploratory phase to 43 percent during Phase I to 53 percent during Phase II. Anecdotal evidence from sites suggests that case management, long-term (six months and later) follow-up with program participants, and a variety of other retention strategies (e.g., mentoring) were important factors in boosting retention rates. Hence, to achieve retention rates of 50 percent and above, employment and training programs serving the homeless need to give careful consideration to how they interact with participants once they have been placed in jobs.

JTHDP experience indicates the likelihood of wide variations in employment outcomes across agencies involved in providing employment and training services for homeless individuals. For example, during Phase II, placement rates ranged from below 20 percent to nearly 90 percent -- with sites arrayed at various points between these two extremes. Variation in employment and housing outcomes across sites may be explained by a number of factors, including:

- differences in characteristics of participants served (e.g., number and types of barriers to employment),

- differences in service delivery strategies, and
- differences in local employment and housing conditions.

In terms of employment outcomes, all subgroups of the homeless population experienced similar placement rates. While there was some variation in outcomes across distinct homeless subgroups, what was most surprising was the lack of substantial variation. For example, among the five subgroups profiled in Chapter 4, there was only a difference of six percentage points between the subgroup with the highest job placement rate (participants with chemical dependency problems, 37 percent) and the subgroup with the lowest placement rate (mentally ill individuals, 31 percent). This lack of variation suggests that it is possible for properly structured employment and training programs to serve successfully a wide spectrum of homeless persons.

9. JTHDP Suggests About 40 Percent of Homeless Participants in a Mature National Employment and Training Program Would Be Likely to Upgrade Their Housing and About One-Fourth Would Secure Permanent Housing.

At the time of exit from an employment and training program such as JTHDP, about 40 percent of those that participate can be expected to have upgraded their housing and about one-fourth to have secured permanent housing. However, to achieve these (or better) housing outcomes it is necessary to incorporate housing services into such programs. During Phase II, DOL/ETA required sites to implement strategies aimed at assisting participants to secure not only jobs, but also improved housing. Because these strategies have been tested by sites for only one year (during Phase II), it is possible that, over time and with refinement of housing intervention strategies, even better results could be achieved in this area.

In comparison to job placement rates and employment retention rates, there was considerably greater variation in housing outcomes among JTHDP participants. In particular, among the various subpopulations served, families (i.e., participants with children) generally were substantially more successful in securing permanent housing. The success of families in securing housing appears to be related to greater availability of housing assistance for families versus single individuals. This points to the need for programs serving homeless persons to consider carefully how housing assistance is made available to all types of homeless persons -- including, for example, single males who are generally unable to secure subsidized housing within local communities.

10. Average Training and Placement Costs for Employment and Training Programs for the Homeless Are Likely to Vary Substantially Across Sites Depending Upon the Types of Participants Served and Types of Training Provided.

The average cost of training per JTHDP participant in federal grant funds was $1,350, and the average cost per placement was about $3,000. These costs are based on the annual JTHDP grant dollars expended by each site divided by the number of participants trained/placed by each site. Costs of services provided through linkages with other organizations and from required grantee matching funds are not included.

There was substantial variation across sites in these costs. For example, during Phase II, the average training cost per participant from federal funds ranged from $669 in one site (offering primarily direct job placement services) to $2,961 in another site (offering substantial occupational-skills training). A number of factors contributed to these cross-site differences, including: differences in participant characteristics, program size, intensity and types of training services provided, and ability of sites to leverage assistance through other service providers. The service delivery model used by sites appeared to have particular impact on average training costs -- sites utilizing a direct employment model (e.g., primarily providing job search/placement assistance) for most of their participants typically had substantially lower training costs per participant than those sites that provided longer-term occupational skills training.

B. CONCLUSIONS AND IMPLICATIONS

JTHDP has provided a wealth of data and analysis on possible strategies for serving homeless persons and suggests ways in which a national employment and training policy might be structured to help America's homeless population to move along the path toward self-sufficiency. Based on this analysis, a series of implications of the findings are offered that suggest ways to improve both access to and quality of employment and training services for homeless persons in the United States.

- **Implication #1: Access of America's Homeless Persons to Employment and Training Services Through JTPA Title II-A Could Be Enhanced.** As discussed above, relatively few homeless persons (8,000 individuals in PY 1991) have been served in recent years under JTPA Title II-A. In addition to recent changes (introduced by the JTPA Amendments) targeting "hard-to-serve" individuals, it may be necessary for the federal government to provide SDAs technical assistance on the most effective ways to structure services for homeless subpopulations. As demonstrated under JTHDP, there are a number of strategies that SDAs should consider in order to increase the number of homeless persons served and to ensure effective service delivery:
    - **Expand outreach and recruitment practices to include linkages with homeless-serving agencies** (e.g., shelters, soup kitchens) so that staff and participants of those agencies are familiar with the services JTPA has to offer and the procedures for obtaining those services.
    - **Incorporate a housing intervention strategy into the program.** SDAs need to develop a housing intervention strategy, including linkages with local providers of transitional and permanent affordable housing. Housing stability is a key element in providing employment and training services and assuring post-job placement success for homeless people.

- **Expand their current coordination arrangements** to ensure that homeless participants have access to a wide range of support services, including chemical dependence counseling, health services, and transportation assistance.

- **Seek state incentive grant set-asides** to enhance SDAs' ability to meet the various needs of homeless people, particularly housing-related needs. These set-asides are a source of funding to enable SDAs to provide housing and other support services.

- **Provide additional training to their staff and to their service providers** on the needs of homeless people, the variety of referral agencies locally available to meet those needs, and the best practices for serving homeless participants as identified through JTHDP evaluation findings and program experience. They should also consider joint training with agencies whose primary mission is serving homeless individuals.

- **Implication #2: Encourage Employment and Training Programs Serving Homeless Individuals to Use a Long-Term Job Retention and Housing Strategy.** Prior to implementation of Phase II of the demonstration effort, DOL/ETA required grantees to formalize their housing assistance strategy as a result of findings from Phase I which indicated that housing was crucial to both job placement and retention. As a result of this requirement, sites rapidly reconsidered and refined their housing intervention strategies. A next step in the development of strategies to serve homeless persons is to recommend strongly that prospective grantees (under JTHDP or other initiatives serving homeless persons) develop long-term (up to a year after initial placement) job retention and housing strategies. Several JTHDP sites have experimented with longer-term case management and follow-up. They report that these strategies have been instrumental in helping program participants to maintain employment and secure permanent housing. Some strategies available to strengthen retention and follow-up include:

  - life skills and housing management skills training;

  - regular post-placement contact of case managers with participants to identify and rectify problems early;

  - mentoring programs;

  - postplacement support groups at which attendance is encouraged; and

  - continued referral to and provision of supportive services as needed during the follow-up period.

- **Implication #3: Extend the Period for Tracking Employment and Housing Outcomes of Participants of Employment and Training Programs for Homeless Persons.** Longer-term (six months and beyond) follow-up of employment and housing outcomes for JTHDP participants is needed in determining the effectiveness of specific employment and training interventions. When possible, the use of unemployment insurance records to monitor -- perhaps only for a random sample of program participants -- would provide a way of tracking longer-term employment and earnings. Future research and evaluation should be directed toward discovering how vulnerable program participants are to returning to homelessness because of skills deficits, chemical dependency abuse, mental illness, or other factors. Finally, to the extent possible, evaluation efforts should build in comparison and control groups that permit analyses of the net effects of interventions such as JTHDP on program participants.

- **Implication #4: Encourage Local Housing Authorities to Target Homeless Participants in Federal Employment and Training Programs for Transitional and Permanent Housing Opportunities.** Homeless families served by JTHDP were substantially more likely to secure permanent housing than homeless individuals. In part, the success of families in securing permanent housing was related to generally greater access to housing assistance through programs such as Section 8 and public housing. Because of an inadequate supply of public housing units, Section 8 housing certificates, and low-cost single room occupancy (SROs) units in some JTHDP sites, a considerable number of JTHDP participants (particularly single males) have encountered serious obstacles to securing permanent housing. This points to the need for even closer cooperation between agencies providing housing assistance and those providing employment and training services. Local housing authorities and other providers of low-cost housing and assistance need to be strongly encouraged to serve homeless persons enrolled in employment and training programs, including single males. For example, several JTHDP sites have suggested that specific guidelines on methods for implementing the DOL/HUD Memorandum of Understanding are needed.

- **Implication #5: When Funding Permits, Provide Multi-Year Grants to Successful Employment and Training Programs for Homeless Persons.** JTHDP sites report that it has been difficult to maintain continuity of staff and to plan for future years with one-year grants and uncertainty surrounding future availability of funding. In addition, grantees report that a one-year period is often insufficient to plan and implement the comprehensive services that are needed to serve effectively many homeless individuals. Hence, consideration should be given to making multi-year funding commitments (three-to-five years in duration), contingent upon satisfactory performance and continued availability of program funds.

APPENDIX A:

DOL/HUD MEMORANDUM OF UNDERSTANDING

APPENDIX A: DOL/HUD MEMORANDUM OF UNDERSTANDING

MEMORANDUM OF UNDERSTANDING
U. S. DEPARTMENT OF LABOR
U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Purpose

This Memorandum of Understanding (MOU) establishes the framework for a continuing relationship between the U.S. Department of Housing and Urban Development (HUD) and the U.S. Department of Labor (DOL) to jointly develop and implement cooperative inter-agency efforts to help homeless and other low-income families and individuals attain independent living and economic self-sufficiency.

Background

DOL and HUD administer a wide variety of programs that provide assistance to low income and homeless families and individuals. DOL's activities for these populations primarily provide job training in preparation for employment, while HUD assists low-income families to live in decent, safe, and sanitary housing and in improving their living environment.

Department of Labor Secretary Dole recently joined with the Departments of Education and Health and Human Services to promote improved coordination in education, job training and welfare-to-work activities. Similarly, HUD Secretary Kemp signed a Memorandum of Understanding with the Department of Health and Human Services to promote cooperation and coordination among State and local housing, health, income assistance, and support services providers and administrators serving three groups: welfare families in public and assisted housing, homeless families with children, and seriously mentally ill homeless persons.

We believe that this is an opportune time for DOL and HUD to undertake cooperative initiatives to link job training and housing to help low-income families and individuals move toward independent living and economic self-sufficiency.

Specific Initiatives

DOL and HUD will undertake a series of joint initiatives to focus effectively the resources of the two Departments.

1. Jobs and Housing Commitments for the Homeless

Because of the urgency of their needs, the first joint effort beginning in FY 1991 will focus on the homeless. This demonstration will identify effective strategies for building economic independence among the homeless, particularly those with children. Within an environment where they can stabilize their personal lives, homeless participants will complete training, maintain steady employment and attain and maintain permanent housing. An integral part of this demonstration will be a comprehensive set of locally designed training, support and housing services responsive to the needs of the participants including two new, key incentives as integral program components:

- job commitments for appropriate family members completing training, and
- housing commitments.
  - These commitments will be on a transitional or permanent basis during the training, placement and post-placement period.

Job training and employment services will include a full array of basic literacy and vocational instruction, job search activities, personal and career counseling, and job preparatory training and placement assistance. These services will be enhanced by supportive services such as child care, transportation and life-skills management training that includes training in cash management, and home maintenance and operation.

HUD will collaborate with DOL to identify current sources of local and federal housing assistance and to promote linkages with community sources of housing assistance (State and local housing authorities, non-profit corporations and community-based organizations) and local job training programs serving homeless veterans and non-veterans funded under the Stewart B. McKinney Homeless Assistance Act and the Job Training Partnership Act (JTPA).

HUD and DOL will also work cooperatively with local agencies to design and obtain transitional housing during the training period to promote an environment conducive to successful program completion.

2. Public and Indian Housing-Job Training Linkages

Resident management and homeownership of public and Indian Housing--including the derived benefits of job creation and reductions in crime and welfare dependency among residents -- are of major interest to HUD. DOL is similarly committed to improving the employment and earnings of the economically disadvantaged through job training and employment services. DOL and HUD will develop linkages among residents of public and Indian housing and job training in three areas: A) linking job training in property management and maintenance skills to local resident management initiatives, B) apprenticeship programs and standards, and C) job training linked to improvements in public housing.

A. Public and Indian housing authorities throughout the country are increasingly promoting self-sufficiency measures for low-income residents in their facilities. In April 1990, HUD awarded $2.4 million in technical assistance training grants for 37 resident organizations, bringing the total to over 100 groups in resident management training today. Linking DOL job training resources with these efforts will further the economic self-reliance of residents in public and Indian housing.

The Department (HUD) has projected public housing resident management training grant assistance for FY '91. The funding notice for these monies will cross-reference this agreement to provide added preference to public and Indian targeted projects which have received current fiscal year grants under the Job Training Partnership Act.

DOL will inform State JTPA Liaisons and local Service Delivery Area (SDA) staff about available HUD resources for resident management technical assistance and training and will encourage local JTPA service providers to attract and serve public housing residents through training and employment opportunities while these residents assume increased resident management and property maintenance roles.

Service providers could combine training in property management and maintenance skills with occupational skills or job preparatory training. DOL resources might also develop a model curriculum for property management and maintenance which could be replicated by JTPA service providers as well as resident management groups and public and Indian housing authorities.

B. New national apprenticeship and training standards, developed by the National Association of Housing and Redevelopment Officials (NAHRO), DOL's Bureau of Apprenticeship and Training (BAT), and HUD for the position of building maintenance and repair worker should be implemented nationwide. Such promotional efforts should include: 1) development of case study materials and other BAT training and educational material to encourage Public Housing Agencies (PHAs) to make greater use of the new apprenticeship; and 2) greater DOL/HUD participation in upcoming NAHRO conferences to promote this apprenticeship.

C. Another joint activity between public housing and job training will promote more widespread resident job training and skill development by PHAs through linking JTPA resources and HUD Comprehensive Improvement Assistance Program funds.

This effort will be pursued in cooperation with the Homebuilders Training Institute, NAHRO, the National Association of Residential Management Corporations, labor unions, and other interested entities in the public and private sector. A previous HUD effort, the Minority Youth Training Initiative demonstration program, could serve as a model for program design.

3. Other Linkages between Job Training and Housing

Linking resident management and homeownership to job training should be expanded beyond residents of public and Indian housing to include those living in other assisted housing and properties owned by State and local agencies and non-profit organizations, including FHA distressed and foreclosed multifamily buildings. JTPA service providers could supply training in personal financial management, home management and property maintenance skills in conjunction with occupational skills or job preparatory training.

4. Promotion of Anti-Drug Initiatives through Program Linkage

HUD will incorporate inter-agency program linkage into the funding process for drug-free public housing programs. In scoring applications submitted for funding under the Public Housing Drug Elimination Program, HUD will award points based upon the extent to which the applicant has leveraged funds and other resources from other public and private sources. Applicants participating in the types of programs listed in this MOU are eligible for these rating points.

5. Promotion of State and Local Self-Sufficiency Initiatives

In connection with the Family Support Act and other welfare reform initiatives, several States, cities, and community-based organizations have or will propose regulatory waivers and joint program funding to promote low-income self-sufficiency. DOL and HUD agree to establish procedures to promote integrated service delivery and greater program flexibility among States, cities, PHAs/IHAs, resident management corporations (RMCs) and resident councils (RCs), and other community-based organizations. DOL and HUD also agree to work jointly with the Departments of Agriculture, Education, and HHS in joint reviews and funding of similar projects as applicable.

Implementation

The Secretaries of DOL and HUD will establish the necessary administrative structure to implement this memorandum, including appointing senior staff to oversee implementation and designating of individuals to serve on working groups to develop and implement specific activities, budget proposals and implementation schedules.

Date: November 9, 1990

Elizabeth Dole
Elizabeth Dole
Secretary
Department of Labor

Jack Kemp
Jack Kemp
Secretary
Department of Housing
and Urban Development

APPENDIX B:

JTHDP QUARTERLY REPORTING FORM

APPENDIX B: JTHDP QUARTERLY REPORTING FORM

Job Training for the Homeless Demonstration Program (JTHDP)

U.S. Department of Labor
Employment and Training Administration

OMB Approval No. 1205-029
Expires: 9/30/91

Report Period

From: May 1, 1991
To: June 30, 1991

I. Project Identification

A. Grant Number
99-1-3552-79-266-02

B. Grantee Organization
Southeast Tennessee Private Industry Council, Inc.

C. Address
Southeast Tennessee Private Industry Council, Inc.
126 East 10th Street
Chattanooga, Tennessee 37402

II. Measures Information

Measure		Number
A. Total homeless participants served		17
B. Total homeless participants trained		15
C. Average weeks of training		1.5 weeks per trainee
D. Average training cost		$1,272.79
E. Total placed in employment		
1. Full time		9
2. Part time		0
F. Total retained (at 13th week)		0
G. Retention rate (at 13th week)		0
H. Average hourly wage (at placement)		$4.94
I. Average hourly wage (at 13th week)		
J. Total participants with upgraded housing		9
K. Types of employment		
Occupational Groups		**Percentage of Placements**
1. Officials and managers		
2. Professionals		
3. Technicians		
4. Sales workers		
5. Office and clerical workers	1	11.11 %
6. Craft workers	1	11.11 %
7. Operatives		
8. Laborers	3	33.34 %
9. Service workers	4	44.44 %
10. Miscellaneous (Specify)		

III. A. Signature and Title	B. Date Signed	C. Telephone No.
Executive Director, Wanda Lee Southeast TN Private Industry Council, Inc.	7/26/91	(615) 757.5013

Remarks

Public reporting burden for this collection of information is estimated to average 10 minutes per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the Office of Information Management, Department of Labor, Room N-1301, 200 Constitution Avenue, N.W., Washington, DC 20210; and to the Office of Management and Budget, Paperwork Reduction Project (1205-0299), Washington, DC 20503.

ETA 9028
April 1990

BEST COPY AVAILABLE

APPENDIX C:

SYNOPSES OF JTHDP EXPLORATORY PHASE PROJECTS

Pima County Community Services Department
Pima County Re-entry Center
150 W. Congress, 4th Floor
Health and Welfare Building
Tucson, AZ 85701
(602) 792-0680

Project Director: Henry Atha

Project Description

The Pima County Re-entry Center will expand existing services to ensure that more comprehensive service options are provided to assist the homeless of Pima County in securing employment. The Center utilizes a structured, flexible, and intensive case management approach to its employment services. These services include: supportive resources, job counseling, and supervised job search activities. The Project will expand in the following ways: the case management staff will be doubled to permit more manageable workloads and allow for more client interaction, the duration of employability skills training will be extended from 37.5 hours to 70 hours; 40 long-term on-the-job training positions and 20 skills training positions will be available, and long-term retention in the form of an aftercare component for 100 direct placement clients will be provided. These new tasks will be implemented in conjunction with the Travelers Aid Society of Tucson and with the support of several other community agencies.

Population Served and Expected Outcomes

The Pima County Re-entry Center serves any homeless persons willing and able to work. Prior treatment is required for the mentally ill and the chemically dependent. The program will assess 300 homeless individuals and enroll them in employability skills instruction. Upon completion of this phase, 40 participants will be enrolled in on-the-job training and 20 enrolled in classroom vocational skills training in occupations that offer opportunity for career advancement and that are in demand in the local labor market. The remaining 240 participants will continue in job search activity. The project will place 202 participants in unsubsidized employment for at least 20 days at 30 hours per week with an average wage of $4.50 per hour. In addition, there will be 202 homeless individuals placed in transitional or permanent housing.

Evaluation Design

The project will use the automated JTPA management information system (MIS) of the Community Services Department to track and report project outcomes. Enrollment, completion of training, placement and retention data will be generated by the Re-entry staff and submitted to the JTPA MIS Section for data entry. The evaluation will analyze the performance measures planned compared to the actual performance and provide a narrative report.

Center For Independent Living
Jobs for the Homeless Consortium
2359 Telegraph Avenue
Berkeley, CA 94704
(415) 841-4776

Project Director: Michael Daniels

Project Description

The Consortium includes the Center for Independent Living (CIL), the Berkeley-Oakland Support Services Agency, the Oakland Private Industry Council (OPIC), and the Veterans Assistance Center. They also coordinate with a number of other support groups for the homeless in Alameda County. The Consortium will provide for the entire range of services homeless persons need to stabilize their basic needs and to begin their job search. Services include the provision of transitional or permanent housing, transportation, child care, medical care, food, and clothing. Using a case management approach, the Jobs for the Homeless Consortium (JFHC) will provide pre-employment, employment, and post-employment services for the homeless population. The project will include six steps: 1) outreach to the unemployed homeless and tc-employers who need employees; 2) assessment for job readiness; 3) ongoing job preparation workshops and individual counseling sessions (homeless individuals will be recommended to the OPIC for specific skills training or placement in educational or vocational classes--training periods will average 3 months); 4) pre-placement activities, including job search workshops and job listings, with constant oversight by case managers; 5) one-on-one support by the case manager, including familiarity and contact with the employer for those employed; and 6) evaluation.

Population Served and Expected Outcomes

There will be 2,000 homeless persons assessed for placement in JFHC activities and 750 will enroll in at least one activity; with 300 attending workshops, counseling, and support sessions; 50 people will receive vocational skills or classroom training through the OPIC (with a minimum of 30 completions); and 250 will receive job search assistance. About 150 people will be placed in unsubsidized employment at an average wage of $5.75 an hour, and 120 people will be gainfully employed after 13 weeks. One hundred people will attain transitional or permanent housing.

Evaluation Design

Quarterly progress reports will be delivered, preliminary and final evaluations of the program will also be delivered. The reports will include the number of homeless placed in jobs, the average length of training, the average training cost, and the average retention rate of placements after 13 weeks. The Consortium will analyze its program as a national model and indicate how the program can be replicated.

Step Up On Second
Project Change
1328 Second Street
Santa Monica, CA 90401
(213) 393-6166

Project Director: Susan Dempsay

Project Description

Step Up on Second will provide a comprehensive vocational reentry program, called Project Change, for homeless mentally ill persons in Santa Monica and the Westside of Los Angeles County. Project Change will provide training, monitor progress, and provide support as each participant acquires or rebuilds his/her employable skills and work habits. The project will include such services as intake, assessment, job-readiness activities, placement, support, and evaluation. Additional project components include disability management and substance abuse education and counseling. Concurrently, an individual vocational plan (IVP) will be designed to meet the clients' goals. Transitional employment placements (TEP) in the private sector will allow participants to acquire and rebuild work skills and minimize such employment barriers as fear of failure, rejection, and inability to work outside a protective environment. Job counseling, clinical intervention, monitoring, and job support groups will help clients maintain employment.

Population Served and Expected Outcomes

Project Change will serve homeless mentally ill persons in the Santa Monica/Westside area. The project will identify, intake, and process 400 individuals, 120 of which will enter Level I and have an individualized treatment plan. At least 90 participants will complete the prevocational training phase and transition into placement. At least 60 participants will maintain their placement with long-term continued support, and the same number will master acceptable levels of hygiene, grooming, and clothing maintenance appropriate to their individual worksite. At least 60 participants will receive long-term case management support for the duration of their job. Such activities will include job counseling, support groups, and any necessary interventions.

Evaluation Design

The evaluation will contain the total number of homeless mentally ill served, with a breakdown by ethnicity, disabilities, eligibility for benefits, education, and previous work experience. The number of mentally ill homeless individuals placed in jobs will also be broken down by these demographic categories. The average length of training time and cost will be determined. The average retention rate of placements for participants after training, with a breakdown of total number of interventions and follow-up, and the resources used to aid job retention will also be included in the final evaluation.

Richmond Private Industry Council
Employment and Training Services for the Homeless
330 25th Street
Richmond, CA 94804
(415) 620-6585

Project Director: Marvin Wills

Project Description

The Richmond Private Industry Council (PIC) will expand and augment current employment and training services, targeting homeless individuals within West Contra Costa County. The project design emphasizes pre-employment preparation, work maturity, and linkage of all training to literacy and remedial services. The project will utilize a case management approach. Case managers will provide outreach, assessment, referral to appropriate services, job counseling, advocacy, and follow-up. The project will outstation staff at emergency shelters and will coordinate services with emergency providers of rental and food assistance. The PIC will subcontract for many services with a community-based organization, Rubicon Programs, Inc., currently providing specialized services to the disabled and hard-to-serve.

Population Served and Expected Outcomes

Services will be provided to all homeless individuals, 14 years of age and older. Those subpopulations identified as comprising a high percentage of the homeless, such as those considered mentally ill, will be specifically targeted by this project. The project will: provide outreach to over 250 individuals, provide assessment and job counseling to 150, enroll at least 85 in pre-employment activities, enroll 65 in job skills training, and place 50 homeless into unsubsidized employment for 13 weeks or more. Follow-up services will be provided for at least six months after program completion. The intent of this project is to determine the best method in which the employment needs of the homeless can be integrated into the current service delivery system.

Evaluation Design

The evaluation will use the City of Richmond's management information system to track the number of individuals served in all activities and provide demographic information (e.g., age, sex, family status, economic status). Quarterly enrollment summaries will be provided. These summaries will contain information on the training status of all enrollees, average length of training time, all terminations including entry into unsubsidized employment, and wage gain information. Youth employability enhancements will be tracked for homeless youth.

North Coast Opportunities
Bright Center Homeless Project
413-A North State Street
Ukiah, CA 95482
(707) 462-1954

Project Director: Mary Tyler Browne

Project Description

The project will involve an evaluation of North Coast Opportunities'(NCO) Bright Center, an employment counseling/ training program serving AFDC recipients in Mendocino County. The project will provide direct training and case management support, combined with referral to and assistance in accessing services and employment. Components of the project include: outreach to shelters and cross referral with other JTPA providers, assessment of pre-employment and employment needs, pre-employment counseling/job-readiness training, referral to training for basic and vocational skills, on-site computer training, community work experience, job development, job search assistance and placement, support services, and employment maintenance and follow-up.

Population Served and Expected Outcomes

The Bright Center Homeless Project will serve homeless adults, including individuals, families with children, chronically mentally ill adults, veterans, and disabled and handicapped homeless adults from throughout Lake and Mendocino Counties. A minimum of 160 homeless individuals will be referred to the project and assessed for employment and training needs. Of these, 70-110 homeless individuals will enroll in the program, 15-30 will receive basic skills training, 35-45 will receive vocational skills training, 30-50 will be placed in employment, and 30-50 will maintain employment for 13 weeks. In addition, the program will provide information about innovative approaches and methods of service delivery in a rural area, and provide a model for coordinating these services with other state and federally funded programs for the homeless.

Evaluation Design

Evaluation activities will be conducted at three levels: 1) the Director will be responsible for the management of the evaluation process, including monitoring of ongoing data collection and analysis; 2) an evaluation consultant will design the evaluation at the local level, train staff's data collection and program documentation, analyze program results and compliance with program specifications, and prepare the reports; and 3) the project Secretary/Data Clerk will collect and enter all data and evaluative information and provide this information to the consultant and to the Director. The program will be evaluated locally for success in achievement of program goals and outcomes, and for cost-effectiveness.

Denver Department of Health And Social Services
Addressing Barriers to Permanent Employment for the Homeless
2200 West Alameda Avenue
Denver, CO 80223
(309) 936-3666

Project Director: Charles Sauro

Project Description

This project is directed toward developing a comprehensive approach to removing persons from homelessness. Project coordination will include the commitment of the Denver Private Industry Council and its administrative entity Denver Employment and Training Administration (DETA) and more than 15 other agencies and their affiliated service providers. Outreach will target individuals on the street, those currently using services of agencies for the homeless, and individuals who are "disruptive" and tend to complicate services to others. A "Drop In" Center will provide vocational evaluation, referrals to temporary jobs, and assistance to access benefits and entitlements. When assessment results show a standard similar to other JTPA clients, clients will be referred directly to DETA or DETA vendors. This will promote the provision of the full array of services through shared costs. Special emphasis will be placed on assuring a smooth transition from shelter to transitional, to permanent housing for those in training. Case-manager aides will assure individual attention to each participant and provide continuity in following a client through all project services.

Population Served and Expected Outcomes

The total number of individuals who will be served cannot be accurately estimated. A minimum of 1,000 people are expected to be contacted. About 125 individuals will achieve some entitlements or other services which will enable them to leave the shelters. About 250 adults will choose to participate in the assessment or employment-preparation components of this project. The minimum number of participants who will move from a state of homelessness to unsubsidized employment and a permanent residence which they can afford will be 112 (54 percent placed). In addition, an estimated 100 more family members will be in such units. For those in training, the average length of stay will be 23 weeks, with 75% expected to retain employment. The total reduction in homelessness will be 340 individuals, about 11% of the homeless people in Denver.

Evaluation Design

A data base will be maintained to provide a more comprehensive look at selected individuals including service interventions and the time between such interventions. Monthly reviews will include the numbers of new cases and of old cases becoming inactive. Reporting requirements will include monthly financial reports of expenditures, quarterly program reports, and preliminary and final evaluation reports.

Model Job Training and Employment Program

Division of Alcoholism, Drug Abuse, and Mental Health
1901 N. Dupont Highway
New Castle, DE 19720
(302) 421-6101

Project Director: Neil Meisler

Project Description

The Delaware Department of Health and Social Services, Division of Alcoholism, Drug Abuse and Mental Health (DADAMH) will utilize a case management team model as the framework for providing effective social support, job training, and employment services for the homeless in New Castle County, particularly in the City of Wilmington. The program will take a comprehensive approach to addressing the needs of the homeless from identification through the end of the retention-in-employment period and beyond. Services will be provided through a team of case managers supplied by a private agency under contract with DADAMH. Case managers will provide services either directly or through referral to local agencies. The case management team will serve targeted homeless persons in the following ways: 1) outreach, 2) attention to health, housing, economic, and social service needs, 3) educational and job training services, 4) job placement, and 5) intensive support throughout the project to prevent relapse into homelessness. Upon successful completion of the project, single mothers will receive ongoing service from appropriate existing programs, and mentally ill individuals will receive services from community mental health programs funded or operated by DADAMH.

Population Served and Expected Outcomes

This project will target two subgroups of the homeless, single mothers and persons with mental illness. An estimated 350 homeless persons will be screened by the project. Two hundred will receive immediate assistance and be transferred to existing community services. A total of 150 homeless persons (100 single mothers and 50 mentally ill individuals) will receive ongoing assistance in housing, physical health, mental health, pre- employment training, and employment services. It is estimated that 100 will complete the training, 75 will be placed in a job, and 60 will complete at least 13 weeks of successful employment.

Evaluation Design

Matrix Research Institute (MRI) will conduct the evaluation of the project. The characteristics of homeless served, services provided, cost indices, client performance, effective service combinations, and team approach effectiveness will all be evaluated in an ongoing process.

Arch Training Center
Job Training for the Homeless
2427 Martin Luther King Avenue, S.E.
Washington, D.C. 20020
(202) 889-6344

Project Director: Soyini Ahmad

Project Description

The ARCH Training Center will provide a comprehensive service model, based on the principles of case management, to serve homeless individuals in the D.C. area. ARCH will work with the D.C. PIC and members of the Association of Homeless Services Providers to meet the employment needs of the homeless. ARCH will provide outreach services to shelters, hotels, feeding centers, and other locations. ARCH will conduct medical, social, educational, and vocational assessment for homeless participants. Based on the assessments, ARCH will create an Individual Service, Training, and Employability Plan. Pre-training needs must be met before job training will be identified by the ARCH case manager and fulfilled in conjunction with appropriate support service providers. The D.C. PIC will coordinate job-readiness training and placement with selected vendors. Post-placement services (i.e., counseling, crisis intervention, and advocacy) will be provided through the ARCH Training Center. Additional services provided for the homeless through the project include: psychological assessments and care, coordination with court and probation officials, financial counseling, substance abuse services, emergency and transitional housing, transportation, and day care.

Population Served and Expected Outcomes

ARCH Training Center will serve homeless individuals in the D.C. area but will primarily target families and single mothers. ARCH and the D.C. PIC will recruit as many persons as necessary to fill 60 training slots and will sustain 85% of enrollees in training through graduation. Ninety-five percent of graduates will find training-related employment, and 90% will maintain employment for at least 13 weeks.

Evaluation Design

ARCH and the D.C. PIC both have established internal evaluation programs for measuring the success of their efforts. In this project, the PIC will monitor the following internal evaluation activities: efficiency of the process, meeting benchmarks, client demographics, apparent success factors, and the attainment of outcome measures.

Broward Employment And Training Administration
Coordinated Demonstration Project
330 North Andrews Avenue
Fort Lauderdale, FL 33301
(305)-765-4545

Project Director: Mason C. Jackson

Project Description

Broward Employment and Training Administration (BETA) will promote self-sufficiency for the homeless by providing comprehensive training and employment services. A coordinated case management system will establish a network to negotiate necessary social services and support services such as child care and transportation, while attempting to stabilize housing needs. BETA will coordinate with a number of agencies in Broward County currently providing emergency food and shelter for the homeless. An Outreach Specialist who has prior experience in working with homeless individuals will be hired to coordinate outreach. The Outreach Specialists will screen applicants, determine eligibility, assess training and employment needs, and schedule and teach pre-employment workshops at the shelter. Intake services will be provided at Career Centers, strategically located in three areas of the county. A pre-employment program and supportive counseling, provided by employment counselors, will be available to each participant. Under financial agreements with BETA, various trade, technical and vocational school sites offer training for specific vocations. Each participant will be placed in a job-specific training program based on his/her abilities and expressed career interests. All occupational areas for training will be in high demand in the local labor market. Training will average eight weeks.

Population Served and Expected Outcomes

The Coordinated Demonstration Project will serve 150 participants and enroll 113 in training. The number of project participants entering unsubsidized employment will be 96, with 77 being retained on the job 30 days, 62 for 60 days, and 50 participants retaining employment for 90 days. Average wage at placement will be $5.00 per hour.

Evaluation Design

The evaluation will be conducted by BETA's Director of Program Research and Development. BETA will use its management information system for the collection, storage, and analysis of project data.

Elgin Community College
Fox Valley Consortium for Job Training and Placement of the Homeless
1700 Spartan Drive
Elgin, IL 60123
(312) 888-7847

Project Director: Cynthia Moehrlin

Project Description

In order to facilitate the homeless in their efforts to become self-sufficient, Elgin Community College Alternatives Program will establish the Fox Valley Consortium for Job Training and Placement of the Homeless. An effective, holistic case management approach to vocational training and job placement will be utilized. A consortium of local agencies will provide various components of the project, including: recruitment; intake and assessment; intensive workshops addressing career direction and job hunting skills; development of an Employability Development Plan and a typed resume; vocational training programs; support services; job placement; permanent housing; and job retention and survival facilitated by active follow-up. Services for homeless youth (ages 14-21) will be provided and active referral to the Youth Training Program will occur.

Population Served and Expected Outcomes

Eligible participants will include the full spectrum of homeless people, age 14 years or older. The Fox Valley Consortium will serve at least 150 homeless women, 50 homeless men, and 50 limited English proficient homeless Hispanics. A measurable, concrete reduction of the problem of homelessness will result in the activities proposed by the Fox Valley Consortium. A total of 250 homeless persons will be enrolled in the project, and 150 participants will complete the Occupational Decision Making/Job Skills seminars. The project will assist 115 in enrollment for short-term vocational training programs. Ninety-two participants will complete training in Basic Skills, ESL, or Vocational Areas. At least 125 participants will be placed into permanent, full-time, unsubsidized employment with job placement confirmation after 13 weeks.

Evaluation Design

Evaluation will be done by participants, Consortium members, and staff members with results tabulated and distributed by the Director. Evaluation data includes: number served, number placed in jobs, average training time, average training cost, average retention rate of job placement, and average number of homeless individuals placed in transitional or permanent housing.

Rock River Training Corporation
Bridges Program
2222 East State Street
Rockford, IL 61104
(815) 229-2770

Project Director: Coleen K. Williams

Project Description

Rock River Training Corporation (RRTC) will employ a "Bridges Coordinator" who will work with program participants who have been pre-screened by referral organizations in two ways: 1) to identify the RRTC JTPA-funded training programs that are most appropriate to their needs and 2) to provide, through the existing homeless services network and RRTC, the necessary supportive services to enable homeless participants to enter and remain in training. All RRTC JTPA-funded programs will be available to Bridges participants. The Bridges Coordinator will screen and assess potential participants and will continue to work closely with the participants throughout their training and their first thirteen weeks in unsubsidized employment.

Population Served and Expected Outcomes

The Bridges program will enroll 20 homeless people with the minimum goal of having 10 complete training, enter unsubsidized employment, and still be working 13 weeks later. Other performance measures include: number completing training (14), number placed in jobs (13), average wage at placement (minimum of $4.75 per hour), number obtaining unsubsidized shelter before or upon entering employment (13), and number completely self-sufficient after 13 weeks on the job (10 minimum).

Evaluation Design

The Bridges Coordinator will be responsible for collection of information concerning performance measures, the amount of time the coordinator spends working with each participant, the number of homeless people pre-screened and referred, a breakdown of the RRTC training programs that participants entered, and the average length of 'pre-training' the Bridges coordinator gave participants before enrollment in an RRTC training program. The evaluation will include a narrative regarding the program's strengths, ways to improve the program, cooperation received from the network of agencies serving the homeless, an assessment of the program design, and recommendations for continuing the program.

Illinois Department of Public Aid
Project Opportunity
Prescott Bloom Building
201 South Grand Avenue East
Springfield, IL 62763-0001
(217) 782-0901

Project Director: Robert P. Clark

Project Description

Illinois Department of Public Aid (IDPA), in partnership with Travelers & Immigrants Aid (TIA), and in coordination with all key agencies for employment and the homeless, will operate this demonstration project for the homeless in the City of Chicago. The project will provide: 1) coordination and outreach activities, 2) in-shelter outreach and assessment, 3) pre-employment services, 4) job training, and 5) comprehensive support services. Each client will be assigned to a case manager who will coordinate all client services and movement within the project. A total assessment will be completed and an employment plan will be negotiated. Assignments to necessary services will be made to ensure that the client is ready for employment. Clients who cannot benefit from the project will be referred to alternative programs. An extensive public information campaign will be conducted to achieve referrals of homeless people into the project. The project will be coordinated by a special steering committee that will advise the IDPA and the TIA. The steering committee will meet regularly with the Project Officer and the Project Director. It will promote interagency coordination, publicize project services to facilitate referrals, provide technical assistance on labor market trends, and solicit support from the business community.

Population Served and Expected Outcomes

Five hundred potential clients will be screened, with 300 admitted into job preparation training. About 150 clients will achieve full-time, unsubsidized employment and less than 150 clients will maintain employment for 13 weeks. A permanent city-wide referral employment service for the homeless will also be created.

Evaluation Design

The project will be measured quantitatively against expected outcomes. The project will measure important performance indicators, including the number of homeless approved for public assistance, placed in transitional or permanent housing, and receiving specialized support services. The project evaluation will be conducted by an independent evaluator. The contractor will assist in the creation and maintenance of a client tracking system to collect required data. The evaluator will produce evaluation reports to aggregate client outcome data on a monthly and quarterly basis and will also assist in the national evaluation.

Land of Lincoln Goodwill Industries
Goodwill Industries Job Training for the Homeless
800 North 10th Street
Springfield, IL 62702
(217) 789-0400

Project Director: Larry Hupp

Project Description

Goodwill Industries will provide a program that includes life status and vocational assessment, supportive services referral, job seeking/job retention and classroom vocational training, job coaching and/or on-the-job training, placement assistance, and follow-up for 20 homeless persons. The goals of the life status and vocational assessment services of this project will be to identify supportive services needed, assess the educational and vocational skill level of each participant, determine suitable employment objectives, and develop individual vocational and placement plans to facilitate competitive employment. Goals of the job seeking/job retention and classroom vocational skills training are to allow participants the opportunity to explore specific vocational areas, develop realistic occupational objectives, and learn effective job search and job maintenance techniques.

Population Served and Expected Outcomes

Goodwill Industries Job Training for the Homeless project will serve 20 homeless persons. Sixteen participants will successfully complete the program, and 13 participants will be placed in competitive community employment for at least 13 weeks. Specific information relative to the homeless participants' situations will be obtained to enable the project to provide effective linkages with other service agencies when possible and identify needed but unavailable services.

Evaluation Design

The Goodwill Industries of America Program Evaluation System will be utilized to monitor program performance. Information on the number of homeless persons served, number of homeless persons placed in competitive employment, length of training time from program entry point to employment, retention rate of homeless individuals placed in competitive employment, and average training cost will be collected and monitored.

Hoosier Valley Economic Opportunity Corporation
Moving Homeless Families and Individuals Out of Poverty
510 Spring Street
Jeffersonville, IN 47131
(812) 288-6451

Project Director: Jerry L. Stephenson

Project Description

Hoosier Valley Economic Opportunity Corporation (HVEOC) will expand its existing case management system to assist homeless individuals in overcoming barriers to becoming employed. The project will place special emphasis on self-esteem and self-image building and will use counseling and community networking as two important tools in achieving employment for the homeless. An assigned case manager will develop a plan with the homeless family or individual, identifying ways to overcome barriers to becoming self-sufficient, and emphasizing employment as a key factor to success. HVEOC has the ability to coordinate the following services to the homeless: emergency services of bed and board, personal advocacy through the case management system, coordination with the local JTPA services, and networking with other local human service agencies and private business through the local Private Industry Council. Basic education, job search and employment skill services will help homeless participants obtain unsubsidized employment.

Population Served and Expected Outcomes

The Moving Homeless Families and Individuals Out of Poverty project will serve 100 homeless families and individuals in 14 counties in Southern Indiana. Of these, 72 individuals will maintain employment and 36 will obtain employment for 13 weeks. Twenty-eight additional homeless families or individuals will move into affordable housing. Through the project, HVEOC will develop a replicable national model for "Self-Sufficiency Planning for the Homeless," and HVEOC will prepare to serve as a national training site to assist other areas to replicate the project.

Evaluation Design

Operational data will be gathered as the project progresses and will be forwarded to the project evaluator for report preparation. All evaluations and reports will include data identifying individual performance and outcomes. Evaluation of any efforts which succeed or fail to achieve the goals of the project will also be included.

Jefferson County Public Schools
Department of Adult and Continuing Education
Project WORTH: Work Opportunity Readiness for the Homeless
4409 Preston Highway
Louisville, KY 40213
(502) 456-3400

Project Director: Jeannie Heatherly

Project Description

The Jefferson County Public Schools (JCPS) Adult Education staff will employ project managers and teachers to facilitate employment for homeless adults in Louisville shelters by providing three training components. These components are: 1) instruction in basic living skills so they can become more stable and productive human beings and future employees, 2) academic upgrade instruction necessary to initially obtain employment, and 3) vocational skill training necessary to retain employment in the local job market. A case management approach will be used to follow a client through all project services. The project will provide an educational assessment to determine the academic/ educational levels of the applicants. Individuals lacking literacy skills will receive more extensive instruction before participating in vocational skills training classes and job placement. Individuals testing at or above the 8.5 grade level will be eligible for the full array of services the project offers. Project services include: adult basic education, GED preparation, basic living skills, vocational skill training, job placement, and comprehensive vocational assessments. Project participants can choose to take part in one of four vocational skills training classes: the clerical cluster, small engine mechanics, construction technology, or commercial sewing and reupholstery.

Population Served and Expected Outcomes

About 150 homeless people will be referred for project services, with 75 participants receiving basic living skills training, 75 receiving adult basic education instruction, 35 enrolled in GED preparation, and 75 receiving vocational training. Expected outcomes include 20 receiving their GED, 35 gaining at least two grade equivalency levels on the test of Adult Basic Education, 23 placed in jobs, and 13 of these retaining jobs for 13 weeks.

Evaluation Design

Evaluation activities designed specifically for the project include both formative and summative components. The formative component includes all of the data/reports collected during the year as project activities unfold. The summative component includes the preliminary and final outcomes, including quantifiable data pertaining to expected outcomes. The Project Director will be responsible for the preliminary and final evaluation reports. The project staff will also cooperate in the national evaluation.

Boston Indian Council
Job Training for the Homeless
105 South Huntington Avenue
Jamaica Plain, MA 02130
(617) 232-0343

Project Director: Jim L. Sam

Project Description

The Boston Indian Council will provide a program model which will encourage stability and personal skill development and confront the particular cultural, cognitive, and linguistic needs of homeless American Indians in Boston. The program will focus on these sets of activities: 1) capacity building with existing extensive training and cross training; 2) creation of model units of instruction staff for teaching critical thinking, decision making and urban survival skills; and 3) creation of a strong assessment component. Participants will receive preliminary assessment and emergency services before entering the job training and placement phase. The comprehensive service delivery system will address health, social service, education, employment, and training issues.

Population Served and Expected Outcomes

The Boston Indian Council will serve American Indian men, women and youth in the Boston area. The project will result in an increased capacity of the organization to serve homeless individuals as well as early intervention to prevent periods of homelessness in the American Indian population. Further, there will be a decrease of homelessness in the target population relative to the increase or decrease in total numbers of Indians arriving in the city. Interim measures of project success will include: skills gained in literacy skills gained in specially devised critical thinking and urban survival training, numbers of completions of instructional and training programs, units of outreach service provided, units of emergency food, shelter, and counseling provided, and numbers of referrals and placements.

Evaluation Design

Project evaluation will be conducted both internally and externally by an independent evaluator. Unique evaluation activities will include a critical review of manuals and materials produced for: cultural accountability, responsiveness to identified needs of the target client group, and methodology consistent with identified cognitive processing patterns of Indian learners. Project data will be analyzed and used after the end of the project for training new staff and/or providing services.

Massachusetts Career Development Institute
Job Training for the Homeless
140 Wilbrah Avenue
Springfield, MA 01109
(413) 781-5640

Project Director: Anthony M. Mole

Project Description

The Massachusetts Career Development Institute (MCDI) Job Training for the Homeless project will provide on-site outreach, assessment, personal and career counseling, motivational workshops, and initial pre-vocational services. These services, coupled with strong support services, will expand current prevocational and occupational training programs for homeless men and women in Springfield. This program will be coordinated through the Unified Shelter program operated by the Friends of the Homeless. Intake, information and data collection, social service coordination, referral, assessment, counseling, educational/literacy services, transportation, and motivational components will be provided by the Unified Shelter program. Job-ready homeless participants will be served by the DES Placement Unit, co-located at MCDI in Springfield. MCDI will provide prevocational, literacy training, counseling, and motivational services while aiding the participant with occupational skills training, job development, job placement, and follow-up. MCDI, through its various Private Sector Advisory Boards, has developed linkages throughout the private and public sectors in Hampden County. These established linkages will provide a unique and responsive service delivery system to project participants.

Population Served and Expected Outcomes

The MCDI project will serve homeless men and women from the city of Springfield. Fifty participants will be served through unsubsidized employment, and another 60% will be placed in employment with wage rates sufficient to ensure separation from subsidy and homelessness. Additional goals are to demonstrate a coordinated and effective method of providing literacy, basic education and skills training; and to develop new linkages within the social service delivery system.

Evaluation Design

The project will be monitored and evaluated as required. Reports will cover overall project strengths and weaknesses and provide ongoing recommendations for modification. All instructional, counseling, and support staff will maintain accurate records of each participant's progress on a weekly basis and will submit and discuss these reports with the Program Coordinator bi-weekly. The final evaluation report will incorporate all data and information necessary to demonstrate successful job training models for possible replication.

Tribal Governors
Job Training for Homeless/Jobless Native Americans
93 Main Street
Orono, ME 04473
(207) 866-5526

Project Director: Denise M. Mitchell

Project Description

Tribal Governors Inc. (TGI) will seek to make homeless Native Americans in Maine self-supporting. Each Tribe will maintain a census from which TGI will identify the homeless. Using a case management approach, on-site case-workers will visit and recruit prospective homeless participants. Intake interviews will determine the characteristics and service needs of each program entrant. Job training facilities will be provided by the Tribes economic development programs for on-the-job training. In addition, outside firms which have participated in previous training programs will be contacted for available job training positions. Upon signing a statement that the positions offered will result in permanent employment, TGI will develop a computerized inventory of job training options and schedules which can be matched with skill profiles of program participants. Tribal social service offices will provide social support, including detoxification and literacy training.

Population Served and Expected Outcomes

The total number of Tribal homeless within Maine is estimated at 365. The participation target is 75% of this population. TGI does not forecast specific achievement standards for this project, but does display its program year 1986 JTPA results of a 65% entered employment rate, 86% positive termination rate, and an average cost per positive termination of $2633. TGI will take its current accomplishments as its most optimistic goal as the homeless population to be targeted has layers of additional problems.

Evaluation Design

Participants will meet weekly with case workers who will gather information on their responses to job training, counseling, and other social service delivery components. This information will be quantified, and along with demographic data, education/ training and performance indices, will make up the project data base. The University of Southern Maine will assist in data analysis. Copies of all case notes will be sent weekly to the program sociologist, who will provide feedback on the development of participants to TGI case workers and management to help service delivery become self-correcting. TGI will submit an evaluation report by 7/1/89, and a final report will be delivered by the project expiration date.

Project "Self-Sufficiency"
City of Saint Paul
Job Creation and Training Section
25 West 4th Street
Saint Paul, MN 55102
(612) 228-3256

Project Director: Jacqui L. Shoholm

Project Description

Project "Self-Sufficiency" was developed through the collaboration of the St. Paul JTPA program, the Self-Potential Resource Center, and two homeless shelters in the city -- the Dorothy Day Center of Catholic Charities and the St. Paul YWCA. The intent of this project is to enable homeless persons to become self-sufficient through stable employment and stable housing. The project will combine and enhance many available employment and training and support resources for the homeless in the City. Project services will include: assessment, housing stabilization, youth employment enhancement, basic education skills, transitional employment, vocational training, job development, post placement follow-up, and a mentor program. Major goals of the project are to break through participant isolation, foster support systems, and enable participants to function in an increasingly confident fashion.

Population Served and Expected Outcomes

"Self-Sufficiency" will serve homeless men, women, and youth in the City of Saint Paul. The project will enroll 250 homeless persons in project activities, initiate the development of a self-sufficiency contract, and assist participants in acquiring or maintaining a stabilized housing situation while receiving project services. At least 62% of the participants will significantly improve their earning power either through job placement (125 persons), youth competency (22 persons), or other positive terminations (8 persons). Further outcomes will include a solid linkage with service providers to establish a system of services and linkages with economic development to intervene in the crisis of lost housing units.

Evaluation Design

The Job Creation and Training Office and subcontracting agencies will provide evaluative project information, coordinated at the local and national levels. Activity and follow-up reports will specify client characteristics and the length and costs of service. Other measures will include: successful services, service gaps to be filled, and factors leading to successful independent living.

Job Training for the Homeless
Independence Center
4830 West Pine Blvd.
St. Louis, MO 63108
(314) 533-6511

Project Director: Robert B. Harvey

Project Description

Independence Center, a psychiatric rehabilitation facility, has an established employment services system. This project will add an outreach and housing coordinator and educational specialist to the existing staff so participants will have better access to more support services for job placement. The U.S. Department of Labor (DOL) will help sponsor outreach and education efforts. A contributing agency's mobile outreach team, along with client referrals and visits to homeless shelters, will advise potential clients of the project. Intensive case management services will be provided by the contributing agency. Through coordination with other homeless agencies, members will have access to all of the Independence Center's employment services. Critical services which are stressed during the pre-placement phase of this project include: activities of daily living, medication supervision, assistance in budgeting, case management, psychiatric liaison, interpersonal skill building, coping techniques, and social support. An employment office with an Employment Specialist is also available for job search, resume preparation, and acquiring interview skills. After an evaluation period, permanent housing is made available to qualified participants. Job placements are made in regular places of business, with on-the-job training at competitive wages, and include continuing close contact with the clients and employers.

Population Served and Expected Outcomes

The Independence Center will provide a minimum of 260 hours of specialized outreach to shelters, hospitals, and other gatekeeping locations where potential clients might be found. A minimum of 100 homeless mentally ill clients will receive project services. Seventy of these clients will be enrolled in pre-vocational day programs. A minimum of 26 clients will be placed in employment, and 19 will receive housing outside of the shelters.

Evaluation Design

The Independence Center will document individual outcomes and provide a preliminary evaluation of the results before the end of the first calendar year of project assistance. In addition, a narrative summary of project accomplishments will be submitted. The evaluation reports will be prepared in a style and content consistent with the national evaluation protocol.

St. Martin's Hospitality Center
Job Training Project
P.O. Box 27258
Albuquerque, NM 87125
(505) 843-9406

Project Director: Gail Andrews

Project Description

St. Martin's is Albuquerque's only multi-service day shelter for homeless people and provides the essential support services not available elsewhere for people seeking employment. The Job Training Project will provide job education, training, and counseling for unemployed homeless people, including those who are mentally ill and/or who have histories of substance abuse. There will be four major areas of activity facilitated through case management: 1) pre-employment training for the chronically mentally ill, substance abusers, and others, coordinated by the Storehouse Job Readiness Program and a substance abuse/mental health case manager; 2) on-the-job training with placements handled by Alliance Job Services at St. Martin's Center; 3) classroom training or vocational training through Work Unlimited (local JTPA) or Technical Vocational Institute (TVI); and 4) direct placement for individuals ready for immediate entry into employment. The synergy created by combining these activities in a planned, concentrated manner will mean that more homeless people will be able to participate.

Population Served and Expected Outcomes

The objectives of the Job Training Project are to provide: assessment of an unemployed homeless person's job potential, preemployment training and support, job training through on-the-job or classroom training, direct placement into a job, and follow-up support during the entire process as well as after employment. Sixty homeless individuals will participate in pre-employment training, 25 in on-the-job training, and 30 in other vocational training. Fifty individuals will be directly placed into employment. Of the 165 people who enter the program at some point, 100 (61%) will be placed in jobs. The retention rates are expected to be 65% for 30 days, 45% for 60 days, and 45% for 90 days.

Evaluation Design

An independent evaluator with experience in establishing a data gathering plan, performance standards, and pre- and post-activity evaluations will be responsible for overall project evaluation. The goal of the evaluation will be to identify factors and variables which indicate close correlation with successful placement and retention. Standard statistical and analytical techniques will be used to ensure reliability of data.

Suffolk County Job Training Program for the Homeless
Suffolk County Department of Labor
455 Wheeler Road (Route 11)
Hauppauge, NY 11788
(516) 348-2000

Project Director: Joseph E. Cavanagh

Project Description

The Suffolk County Department of Labor (SCDOL) program will be replicable in any jurisdiction or area served by the JTPA system. A holistic, case management approach will be utilized. The SCDOL will provide case managers coordinating all necessary services, using a wide array of local organizations to assist applicants with their shelter and service needs. The "whole person" concept of service delivery will be employed by contributing agencies, providing assistance within their purview and eliminating duplication. All applicants will be processed through the Intake and Assessment Units at SCDOL offices or during outreach at various local agencies or shelters. Once eligibility has been determined, the homeless client will be provided with an assessment of current and potential skills and an overview of the local job market. An individual career plan will be developed, with applicants placed in as many training components as needed to increase their employability, including orientation towards high demand occupations and non-traditional employment for female applicants. The career plan will include time-frames for each assignment phase. Those applicants who do not need additional training or services will be referred directly to employers for unsubsidized employment. An employability workshop, ranging from one day to one week, will teach job search and interviewing skills. Vocational training will be provided through contracts with local educational institutions. On-the-job training will be provided by employers who will be reimbursed for 50% of wages. Work experience, supportive service payments, and basic education will be provided as necessary.

Population Served and Expected Outcomes

Of the 130 individuals who will be served, 114 will eventually enter a job search mode and 70% of these individuals will be placed in unsubsidized employment. The remaining 16 individuals may need extensive remedial services and will be transferred to a JTPA Basic Skills Program for subsequent courses with 50% of participants completing remedial training. The planned retention rate for those in jobs after 13 weeks will be 65% for those on public assistance and 78% for non-welfare individuals.

Evaluation Design

All activities and outcomes will be recorded in a computerized management information system. Case managers will also keep information so a complete qualitative, as well as quantitative, evaluation can be conducted. All required evaluation reports will be delivered on a timely basis.

Children's House
Career Coordinator Project
100 East Old Country Road Box 510
Mineola, NY 11501
(516) 745-0350

Project Director: Richard P. Dina

Project Description

Children's House, Inc. provides two temporary housing services called "Walkabout" for runaway and homeless youth. Located in Bethpage and Freeport, New York, this project will expand current services to emphasize vocational and educational areas, thus enabling the youth to support themselves in independent living. Career Coordinators will meet with youth upon their entrance into Walkabout to begin an assessment of their educational and vocational abilities. The development of linkages with JTPA-funded programs and other remedial and training programs in the community will serve as the basis for comprehensive services. Bi-weekly workshops will be conducted in each residence by the Career Coordinator on a wide variety of job topics. Placements will be developed through the Career Coordinator in conjunction with various businesses in the Long Island community, as well as placement services within other vocational training programs. The goal of the project will be to ensure that whatever support services are required by the youth to maintain his/her job will be provided. These services will be provided while the youth is in the residential program as well as for the first six months following his or her discharge to the community.

Population Served and Expected Outcomes

The target population of the Career Coordinator Project is homeless youth, male and female, ages 17-20. Ten youth will enroll in G.E.D. classes and seven will secure their high school diploma. Ten youth will enroll in vocational training programs or on-the-job training positions. Four youth will attend college on a full-or part-time basis. Seventy percent of all youth assisted by the Career Coordinator to complete their education or to secure training will remain in these positions for at least the first 16 weeks following discharge to the community.

Evaluation Design

Baseline statistics will be secured to assess the success of the project. The Career Coordinator will work full-time to test project effectiveness.

Homeless Assistance Act Demonstration Program
City of Syracuse Office of Development
Syracuse Job Training Partnership Agency
217 Montgomery St.
Syracuse, NY 13202
(315) 473-2773

Project Director: Terence J. Dolan

Project Description

The major goal of this project is to assist the homeless population in the City of Syracuse to develop employment skills which will enable them to find permanent jobs in growth industries. The program will operate with two linked components. One will emphasize the delivery of pre-employment and basic skills and GED preparation to youth. The other component will emphasize the delivery of many of the same services to adults over 21. Both components will provide classroom training, on-the-job training, and support services to eligible homeless people. Assistance in recruitment and support will include many other area agencies and shelters. The first two months of the project will be utilized primarily for outreach, recruitment, and assessment of the homeless population. Following intake, each homeless person will be assigned to a counselor or case manager. Orientation will provide the homeless youth and adults with specific employment and training programs. Pre-employment will improve a client's employability skills and prepare them for classroom training, on-the-job training (OJT), or direct placement into unsubsidized employment.

Population Served and Expected Outcomes

Approximately 50 homeless youths and adults will be served by the project. At least 75% of those enrolled in OJT or classroom training are expected to be placed in permanent jobs. An overall positive termination rate of 75% is projected. A 60% retention rate after 13 weeks is expected. The cost per placement for project participants is estimated at $3,913. The average length of training will fall between 18 and 26 weeks.

Evaluation Design

Significant resources will be devoted to an evaluation of this project. The detailed content outline of the evaluation report and the preliminary evaluation report will be submitted by the end of the first year of the project and will include data on the aforementioned outcomes. As part of established procedures, all of these data are currently and regularly compiled by SJTPA staff for all employment and training programs operated in Syracuse. If available, data on the number of homeless attaining transitional or permanent housing following job placement will be added to the evaluation. A final evaluation report, encompassing all of the above data, and in cooperation with the National Evaluation of Demonstration Programs' Effectiveness, will be submitted by the project's expiration date.

Holistic Homeless Assistance Demonstration Project
The Corporation For Employment & Training
325 Palisade Avenue
Jersey City, NJ 07307
(201) 795-4545

Project Director: Judith A. Martin

Project Description

This project is a coordinated planning effort by the Jersey City SDA in cooperation with a number of local public assistance agencies and the Jersey City/Hudson County PIC to link local resources into a comprehensive service system for the unemployed homeless. The project will run two treatment tracks, though services can be concurrent to both groups. The "deinstitutionalized" group will have on-going psychiatric counseling and a more closely supervised and structured assistance environment than the "single adult" group. Outreach will include a computerized system on-line with the major soup kitchens and emergency shelters. Potential participants will also be recruited via community referrals. Project intake and initial assessment activities will be overseen by a Homeless Case Manager. Accepted applicants will be placed on the appropriate treatment track. Upon successful completion of a six-week probationary period, each deinstitutionalized participant will enter a supervised work experience activity. Those participants demonstrating a need for educational training will be referred to a subcontracted literacy training program, prior to or in conjunction with on-the-job training. A job coach will be available for each project participant at the job site. For single adult participants, two job developers will assist project staff in providing employment references and on-site support for the on-the-job experience.

Population Served and Expected Outcomes

Ten clients will participate in the deinstitutionalized treatment group, with seven clients retaining work experience for 13 weeks, at least three clients attaining job placement, and at least two of these retaining employment for 13 weeks. The "single adult" group will have 75 percent of the original 20 clients placed after on-the-job-training and at least 60 percent of these will retain employment for 13 weeks. Twenty-five percent of the "single adult" group will be placed in unsubsidized employment with 60 percent retaining jobs for 13 weeks.

Evaluation Design

As part of the national evaluation, the comprehensive data effort will include all performance outcome information, other service treatments, individuals placed in transitional or permanent housing, those removed from general assistance, and follow-up on program dropouts. A detailed project outline, preliminary evaluation report and final evaluation report will be submitted.

Capital Area Private Industry Council
Job Training for the Homeless
Wake County Job Training Office
P.O. Box 550
Raleigh, NC 27602
(919)-755-6160

Project Director: Charles T. Trent

Project Description

The primary goal of the Capital Area PIC in general, and for homeless persons in particular, is to establish programs to prepare persons to obtain and retain permanent, unsubsidized employment. This project will be striving for an employment oriented outcome, recognizing many interim steps may be needed along the way so that some of the homeless of Wake County will obtain and retain employment. This will be accomplished through a comprehensive approach under the auspices of the Capital Area PIC. The Job Training Specialists (counselors) are the key providers within the program's case management methodology. Emphasis will be placed on structuring counselor's work hours in a non-traditional manner to ensure contact with the homeless in the evening hours. Counselors will work with their clients not only to make job referrals and job placements but to transport the clients to appropriate agencies in order to assure that their individual problems are addressed. These advocates will follow the client from intake through at least thirteen weeks of job retention.

Population Served and Expected Outcomes

The primary target of this project will be homeless persons, 21 years-old and over, in the Wake County area. The Job Training for the Homeless project has four major goals: 1) incorporation of the Wake County Job Training Office into the existing network of services for the homeless; 2) coordination and cooperation of activities among social service agencies, community organizations, and the private sector; 3) attainment of specific placement of participants into employment; and 4) collection and evaluation of data to be used in development of the national policy on job training for the homeless. Placement objectives include: direct, documented case management of 35 homeless clients resulting in job placement for at least 28; job retention for 13 weeks by at least 20 persons; and documented contact and appropriate referral services to an additional 50 homeless persons.

Evaluation Design

In addition to direct client services, the project will provide a laboratory for learning about job training for the homeless. This element will focus on research, data collection, information sharing, and publication of a final report. Project strengths and weaknesses will be ascertained and shared in determining successful models of job training for the homeless.

Cuyahoga County Department of Development
Employment and Job Training for Recovering
Substance Abusing Homeless Persons
112 Hamilton Ave., Room 312
Cleveland, OH 44114
(216) 443-7280

Project Director: Nancy C. Cronin

Project Description

The project participants will be identified by substance abuse counselors upon agreement of the individuals to receive project services. After detoxification, the clients will be admitted to a halfway house where they will be assigned to a case manager. The clients will receive two weeks of pre-employment training. If they are job ready, they will enter classroom training for 12 to 26 weeks; if they are not job ready, they will receive remediation and training. Training options include classroom training or on-the-job training. In some cases direct placement in employment may be possible. It will be the Job Coordinator's responsibility to locate placements, using employers already working within the JTPA program. The employer will also receive training from counselors on understanding and aiding the recovering substance abuser. The case manager will continue to follow the client through assessment, training, and placement, and aid the client in locating affordable housing.

Population Served and Expected Outcomes

This project will achieve improved access to job training and pre-employment services, and enhance the economic status and quality of life of the participant. Twenty recovering substance abusing homeless persons, over age 21, will be placed in pre-employment services, remediation, and training. At least 15 of these individuals will be placed into full-time employment by the end of 12 months.

Evaluation Design

Initial screening data will be collected by trained staff, and trained interviewers will interview participants on an ongoing basis. The Department will participate in the national outcome evaluation of these demonstration projects and will conduct a local process evaluation of the project. This will include documentation of the implementation process, including barriers and enhancements to project implementation and unanticipated service delivery factors learned. The data will be analyzed, with the social, demographic characteristics and service utilization patterns of project participants being determined. An interim report and a final report will be written by the end of the 12-month period.

Toledo Area Private Industry Council
Job Training for the Homeless
One Government Center, Suite 1900
Toledo, OH 43604-1530
(419) 245-1530

Project Director: James Beshalske

Project Description

The Toledo Area Private Industry Council (PIC) project will provide comprehensive employment and training services to residents of the eight emergency and transitional shelters in the Toledo area. Employment specialists, located in the shelters, will provide the following comprehensive services to meet the needs of the area's homeless: 1) shelter staff in-service training--a workshop to educate shelter directors on employment and training; 2) in-shelter outreach to recruit and screen homeless persons; 3) pre-employment counseling to help participants gain an understanding of job readiness and determine desirable employment assistance; and 4) in-shelter pre-employment training or referral to employment and training services through a variety of local programs and PIC options. Specific services will be identified upon the development of an Individual Employment Plan. Transportation, clothing, and child care assistance are available to program participants until they are able to meet these expenses personally.

Population Served and Expected Outcomes

The reduction of unemployment among homeless persons in the Toledo area will be accomplished through the delivery of high quality comprehensive employment and training services to 125 homeless persons. Seventy-five percent of program participants will enroll in pre-employment training, and 60 percent of these persons will complete training and be placed into employment. Sixty percent of program participants will demonstrate job retention for at least a 13-week period. A local data base will be created on employment and training services to homeless persons and a demonstrated community partnership to serve homeless persons will be established.

Evaluation Design

Evaluation will be ongoing throughout the various levels of service so that alterations can be made to improve program performance where necessary. Pre- and post-measurements of client progress, as well as overall project outcomes, will be conducted. The Toledo PIC, utilizing its computerized management information system (MIS), will enter data elements on this system and provide ready access to individual and summary data. The PIC conducts annual client follow-up studies on all its placements, so program participants who are placed into employment will be included in this sample.

Community Action Commission of Fayette County
Family Development Program for the Homeless
324 East Court Street
Washington Court House, OH 43160
(614) 335-7282

Project Director: Jack M. Hagerty

Project Description

The Community Actions shelter case worker will use a family development model to help homeless residents of Fayette County move out of poverty. This approach involves helping the family make plans to meet both immediate needs and find long-term solutions to the problems that caused them to become homeless. The shelter program will coordinate with other social service and job training programs. Clients will be enrolled in JTPA and entered into the automated client tracking system. Part of the program will consist of the development of a transitional housing component for homeless people who are involved in job training who are job seeking, or who have just started a new job. Other services include the development of individual employability development plans, academic assessments, remedial education, and support services such as child care and transportation. All clients will be required to register with the local Job Services office. All the services described will be provided in-shelter. Clients can remain in the shelter for up to a year.

Population Served and Expected Outcome

This project will serve homeless residents of Fayette County. The project will serve 50 family units over a one-year period. Seventy percent of the total families served will participate in the employment and training component of the program. Sixty-six percent of the clients in the shelter program will obtain employment within 12 months, and 99% of those clients placed in employment will retain that employment for at least 13 weeks. The average wage for employed participants will be $4.50 per hour. The average cost of entered employment will be $2,175.

Evaluation Design

The Ohio Department of Health will evaluate the shelter program on its daily operations and movement of clients into permanent housing. The local Private Industry Council will serve as the project's evaluating agency. The case worker will document all client activities in the program. The computerized tracking program will track the length of time the clients were in training, the cost of the training, the placement rates, and average starting wage. Evaluation reports will include the number of those placed in jobs, the average training time and training cost, and the number of clients who retained employment for 13 weeks.

Charleston County Employment Training Administration
Job Training for the Homeless
P.O. Box 91
Charleston, SC 29402
(803) 724-6730

Project Director: John P. O'Keefe

Project Description

The Charleston County Employment Training Administration (CCETA) and the Charleston Interfaith Crisis Ministry (CICM) will act as co-sponsors for this project in coordination with appropriate social service agencies. The project design will be a case management approach in which the participant is guided through all phases of the program. Recruitment and referral will include contact with all shelters, soup kitchens, and churches in the area. Once referred, the client will receive orientation regarding benefits and expectations of the program. Assessment will be provided by the existing JTPA employability assessment contractor. For persons not suitable for the program, referrals to other agencies will be made. A team of professionals, including the client's caseworker, will determine the appropriate training activity for each participant. Training will be provided in a facility that is easily accessible from the shelters. Training will last from 18 to 26 weeks in specific high demand occupational areas. If needed, remedial educational training will be available. Extensive support services will also be provided. The entire training component will be provided at no cost to the project. On-site customized training will be provided by employers that agree to hire the successful candidate at the end of training (eight to twelve weeks). For clients in need of immediate employment, private sector employers will receive reimbursement for wages paid while the client is in training. Caseworkers will be responsible for assisting and acting as advocate for the client in obtaining permanent, unsubsidized employment. These clients will receive referrals to obtain transitional and public housing.

Population Served and Expected Outcomes

Because of the interagency involvement and the case management approach, it is anticipated that the outcomes will be higher than a program of another design. Project goals include 100 clients to be served, with 75 to complete training and 65 of these placed in employment. Forty-eight individuals will be retained in employment for 13 weeks with 30 individuals moving out of shelters.

Evaluation Design

Program evaluation will be provided by the CCETA. A Steering Committee will meet monthly to evaluate the success of the project, supply public relations, and provide solutions to problems that arise. The project will allow the administrative entity to examine the best way to incorporate a homeless project into the existing JTPA delivery system.

Austin/Travis County Private Industry Council
Demonstration of Team Case Management
Private Industry Council, Inc.
4315 Guadalupe, Suite 303
Austin, TX 78751
(512) 458-3313

Project Director: Bill Demestihas

Project Description

The Austin/Travis County Private Industry Councils (PIC) project will demonstrate the team case management approach in serving the unemployed homeless. The project will enhance three components of current Job Training Partnership Act (JTPA) programs for economically disadvantaged individuals by: 1) intensifying outreach, 2) providing funds for housing and mental health interventions to match special needs of homeless individuals, and 3) developing a team case management system. Case managers will be added to the staff of three of the PIC's subcontractors: The Austin Women's Center, serving homeless women; Middle Earth Unlimited, serving runaway and homeless youth; and the Texas Employment Commission, whose job counselor at the Salvation Army shelter serves primarily homeless men. A case management team coordinator at the PIC central office will act as liaison and team builder. These enhancements will enable the PIC to reach out and provide the services needed to help homeless individuals to participate successfully in job training and employment.

Population Served and Expected Outcomes

At least 60 homeless men, women, and youth will be enrolled in JTPA programs, a greater number than prior to the project. Likewise, at least 60 homeless individuals will complete JTPA training activities. It is expected that the number of homeless adults placed and retained in jobs will increase, as will the number of positive employment-related outcomes for youth (e.g., GED completion). The project also expects to expand the inventory of assessment tools available to JTPA programs.

Evaluation Design

An independent external evaluation team will evaluate the effectiveness of the JTPA program enhancements aforementioned. The evaluation will compare the number of homeless individuals taken into the programs, completing job training and preemployment service programs, placed in jobs, and retained in stable jobs -- before and after implementation of the project. Special emphasis will be placed on measuring and tracing the influence of mental health and social support interventions provided to encourage success in job training and employment. Finally, the evaluation team will participate with the project staff in identifying areas where local programs can be improved.

Fairfax County Department of Social Services
Fairfax County Homeless Demonstration Project
10301 Democracy Lane
Fairfax, VA 22030
(703) 246-7732

Project Director: Suzanne C. Manzo

Project Description

This project will build upon the currently existing team approach to service delivery for the homeless by more completely incorporating an employment component. The project will utilize a case management approach coupled with the coordination of service delivery among local agencies to ensure comprehensive service for the homeless. The Department of Manpower Services (DNS) will be the principal provider of employment and training services. The program's Manpower Case Manager will work with each client for the duration of his or her enrollment in the project, and will share client service responsibility with the staff of the Transitional Housing Program and the Emergency Shelters. While assisting the client in obtaining employment and housing, the project will provide training programs and employment services, career counseling and personal development training, basic education and literacy training, health care, transportation, community resource education, and child care.

Population Served and Expected Outcomes

Homeless individuals currently sheltered in the county's three homeless shelters, as well as homeless adults participating in the Transitional Housing program are eligible for services through this project. Screening criteria will emphasize the potential participants likelihood of successful employment. Forty homeless individuals will be served by this project and 32 will enter employment. Participants will be placed into nonseasonal and non-temporary jobs. Occupational areas offering career growth and job security will be targeted. The project benefits will include identification of potentially self sufficient homeless persons, development of client assessment tools and methodologies, and identification of new resources to be developed which will contribute to client self-sufficiency.

Evaluation Design

Participant progress in the program will be evaluated on a regular basis by the multi-discipline team in order to ensure continued positive program participation. If it is found that clients are not completing steps necessary for obtaining basic services required in the project, they may be terminated. The operation and impact of the program will be evaluated on an ongoing basis through feedback from staff and analysis of quarterly progress and statistical reports. Aggregate data concerning both participation in the project as well as client characteristic data will be generated for evaluation.

Seattle-King County Private Industry Council
Homeless Initiatives Pilot Project
Market Place One, Suite 250
2001 Western Avenue
Seattle, WA 98121
(206) 684-7390

Project Director: Alfred L. Starr

Project Description

The principal strategy of this project will be the development and use of a service management team, under the supervision of the YWCA of Seattle-King County, to augment current PIC employment and training services. Case managers will be responsible for offering employment-related services to the entire population of their assigned shelters. This will include the establishment of job boards and twice-monthly pre-employment workshops. Workshops will address motivation and self-esteem development, job search techniques, employer expectations, appropriate work habits, resume development, applications, and work-related interpersonal relationships. An Employability Development Plan (EDP) will be used to document the Participant's training and employment plan. Through sub-contracts with community service agencies and access to current JTPA services, the whole continuum of training options will be open so the most appropriate training for each individual can be provided. The program will assist participants to obtain and retain employment.

Population Served and Expected Outcomes

The project will target homeless minorities and families, however all homeless individuals may access the system. The Seattle-King County PIC will provide a minimum of 450 homeless individuals with a structured system of pre-employment and support services. Of these, 225 individuals will be enrolled in employment and training programs as follows: on-the-job training (70), job search training (85), short-term occupational skills training (55), English-as-a-second language (5), Youth Comprehensive (10), and basic education in conjunction with other training activities (50). Seventy percent of participants will complete training and 147 will be placed in jobs with an average wage of $5.50 per hour. An additional goal of this demonstration is to integrate employment and training targeted for the homeless into the regular JTPA system.

Evaluation Design

A Steering Committee staffed by the Project Coordinator will oversee program evaluation, coordination, fund development, and program advocacy. The collaboration among community organizations, the private sector, and government agencies will demonstrate a cost-efficient and comprehensive long-term strategy in coordinating services aimed at reducing the number of individuals affected by homelessness.

APPENDIX D:

SYNOPSES OF JTHDP PHASE I PROJECTS

Jackson Employment Center
Pima County Community Services Department
300 East 26th
Tucson, AZ 85713
(602) 882-5500

Program Director:	Paul Sullivan
Contact Person:	Paul Sullivan
Project Environment:	Urban
Target Population:	Men and women
Program Approach:	Case management
Services Provided:	Case management; emergency and transitional housing; personal hygiene items; food; clothing; transportation; assistance with entitlements; rent and utility assistance; drug and alcohol counseling; mental health counseling; psychological evaluations; eyeglasses; medical and dental exams; day care; vocational assessment; employability skills training; individualized employment counseling; job search techniques; uniforms and tools; basic skills training; vocational training; OJT; follow-up services

Project Description

The Jackson Employment Center is operated by the Employment and Training Division of the Pima County Community Services Department (CSD). The center's primary subcontractor, Travelers Aid Society of Tucson, provides shelter, staffing, and case management services. The center also has developed linkages with the United Way, Salvation Army, Pima County's Private Industry Council, El Rio Health Care for the Homeless, and the City of Tucson. In addition, the center also has a formal agreement with the JTPA program. Participants enrolled in the program receive a JTPA eligibility assessment along with a complete social history, vocational assessment, and supportive services needs assessment.

Population Served and Expected Outcomes

The center's target population is homeless men and women throughout Pima County. Participants with severe or chronic mental illness or alcohol or drug abuse problems are referred to more appropriate agencies. The center's goal is to enroll 300 participants and provide each participant with employability skills training and an employability development plan. Approximately 195 participants will be placed in unsubsidized employment at an average wage of $4.50 per hour, and 32 participants will be placed in unsubsidized OJT positions. The center also will provide intensive follow-up services to 100 employed participants.

Evaluation Design

The program will base its evaluation on outcomes as opposed to process-oriented measures. Outcomes will be tracked and reported via an automated JTPA management information system (MIS) operated by the CSD. Enrollment, completion, placement, and retention data will be generated by center staff and submitted to the MIS department for data entry and evaluation. Monthly and quarterly reports will be generated by CSD so that project management staff may evaluate program progress.

Center for Independent Living

2041 Bancroft Way, #204
Berkeley, CA 94704
(510) 486-0177

Project Director: Michael Daniels

Contact Person: Michael Daniels

Project Environment: Urban

Target Population: Homeless men and women

Program Approach: Case management

Services Provided: Intake and assessment; job counseling and readiness workshops; job training, education, and searching; alcohol/other drug counseling and referral; disability peer counseling; supportive services

Project Description

The Jobs for the Homeless Consortium (JFHC) comprises the Center for Independent Living (CIL), Berkeley-Oakland Supportive services (BOSS), the Oakland Private Industry Council (OPIC), and an extensive support network of nine service organizations. The consortium approach provides homeless individuals with the entire range of services they require to stabilize their basic needs and to begin their job search. Integration of services provides a variety and concentration of resources and maximizes the numbers and types of the unemployed homeless that can be served. The consortium uses a case management approach to provide a combination of services, including: (1) job counseling and readiness workshops, job training/education, and job searching; (2) identification of alcohol and other drug problems and program referral; (3) disability peer counseling; and (4) ongoing support in obtaining the basic needs of living, including shelter, transportation, clothing, and food.

Population Served and Expected Outcomes

The JFHC expects that 2,000 homeless people will be informed of their program through outreach and available literature and, of that number, 800 will be assessed for participation in JFHC activities. About 300 people will attend comprehensive workshops and/or counseling and support sessions, and 200 people will learn job search techniques, develop resumes, and be placed in unsubsidized employment with an average wage of $5.75 an hour. One hundred people will be gainfully employed after 13 weeks.

Evaluation Design

The model to be evaluated can be described in terms of three components: an information system, a service delivery system, and a job development linkage system. Elements of the model information system, such as assessment forms and other written and verbal communications, will be identified and evaluated. The validity and reliability of the model service delivery system can be evaluated by analyzing data concerning the outcomes of participants. The merit of the model job development linkage system will be evaluated in terms of the number of people placed and retained in jobs. A database will hold information taken from participant resumes, which will be compared with the jobs developed to determine whether available jobs are a good match for participant work skills and backgrounds.

Watts Labor Community Action Committee
958 East 108th Street
Los Angeles, CA 90059
(213) 563-5671

Program Director: Clarence Trigg

Contact Person: Clarence Trigg

Project Environment: Urban

Target Population: Families and single adults

Program Approach: Case management

Services Provided: Case management; supportive services such as transportation; day care; counseling; budget management training; preemployment training; adult and occupational education; job development; transitional long-term housing

Project Description

The Los Angeles Job Services for the Homeless (LAJSFH) project provides job training and supportive services to residents in a network of 11 shelters in south-central, central, and east Los Angeles. Watts Labor Community Action Committee (WLCAC) and Catholic Charities, along with the Archdiocese of Los Angeles Education and Welfare Corporation, a contractor under JTPA, provide the actual job training and supportive services. The LAJSFH, to the greatest extent possible, uses job training programs offered by JTPA; however; this project also provides services to those participants whose job training needs cannot be met by JTPA. The LAJSFH also has received programmatic and funding commitments to assist participants in securing permanent housing through the City of Los Angeles Housing Authority, the Emergency Food and Shelter Board, and Beyond Shelter, a nonprofit agency.

Population Served and Expected Outcomes

This project will focus on meeting the needs of homeless families, although some single men and women also will be served. Three hundred individuals will be enrolled in the program and receive job preparation; 70 percent will be placed in unsubsidized employment, and 80 percent will retain employment for 13 weeks.

Evaluation Design

In addition to the DOL evaluation, LAJSFH will measure the effectiveness of linking homeless shelters, job training providers, and other critical supportive services to ensure the success of homeless persons in retaining unsubsidized employment and securing permanent housing. Additionally, the evaluation will reflect the outcomes of the project in terms of actual benefits provided to the participants as a result of LAJSFH. The evaluation will be conducted by an outside contractor working in cooperation with WLCAC and Catholic Charities. WLCAC, Catholic Charities, and the Shelter Partnership also will work cooperatively to conduct housing evaluations on a quarterly basis. Surveys of participating shelters and project participants will be conducted to obtain input on housing programs and needed modifications.

Rubicon Programs, Inc.
2500 Bissell Avenue
Richmond, CA 94804
(510) 235-1516

Program Director: Sherry Hirsch

Contact Person: Sherry Hirsch

Project Environment: Urban

Target Population: Adults, families, youth age 14 to 21, and disabled individuals with specific emphasis on the chronically mentally ill

Program Approach: Case management; supportive services, including counseling, transportation, transitional housing, and health care; vocational and educational assessments; preemployment training; work experience; skills training; remedial education; job placement; and followup services

Project Description

Rubicon Programs, Inc., a nonprofit community-based organization, and the Richmond Private Industry Council (PIC) have joint responsibility for this project. As the prime contractor, Rubicon Programs has case management responsibility for hard-to-serve participants and disabled individuals, with specific emphasis on the chronically mentally ill. The PIC provides case management to the nondisabled, particularly families. The project follows the mandate outlined by both the state and county Comprehensive Homeless Assistance Plan. The project's goal is to coordinate and enhance current employment training activities now provided by JTPA through the SDA's within the county. Contra Costa County receives JTPA funds through two SDAs: Contra Costa County PIC and the Richmond PIC.

Population Served and Expected Outcomes

Rubicon Programs and the Richmond PIC estimate that they will provide outreach services to 250 adults, families, youth age 14 to 21, and disabled individuals with an emphasis on the chronically mentally ill. One hundred and fifty people will receive assessment and job counseling; 85 individuals will be placed in preemployment activities; and 40 individuals will be placed in paid work experience. In addition, 65 individuals will be enrolled in JTPA, and 50 will be placed in unsubsidized employment for 13 weeks or more.

Evaluation Design

Performance on project goals, as well as information specified by DOL, is monitored through data collected by the Richmond PIC's data management system. Using JTPA forms, which are coded for the homeless project, facilitates a JTPA-eligible individual's entry into current services and reduces duplication of effort. Project performance information also is gathered through surveys administered to service providers, and participants are surveyed to gather service satisfaction information.

San Diego Regional Employment and Training Consortium
1551 Fourth Avenue, Suite 600
San Diego, CA 92101
(619) 238-1445

Program Director:	Stanley Schroeder
Contact Person:	Margaret Gilbert
Project Environment:	Urban
Target Population:	Men and women
Program Approach:	Case management
Services Provided:	Case management; basic life support such as housing, food, clothing, and health; special needs assistance, including alcohol and other drug abuse and mental health counseling; preemployment orientation; supported work; job preparation workshop; job search assistance; work experience skills training; job development

Project Description

This program is a consortium effort comprising the San Diego Private Industry Council/San Diego Regional Employment and Training Consortium (PIC/RETC), Episcopal Community Services (ECS), St. Vincent de Paul's Joan Kroc Center, and the Vista Hill Foundation. As the grant applicant, PIC/RETC is responsible for fulfilling the administrative requirements of the grant. A PIC/RETC program representative works as a liaison with each of the consortium's contracting partners. A project advisory committee of business and social providers meets monthly to assist the project in coordinating the network of social service providers and in the evaluation of the project. Participants enrolled in PIC/RETC may enroll in either ECS' Downtown Work Center or St. Vincent de Paul's work experience program. Those participants deemed stable and in need of more formal vocational training are placed into JTPA programs, vocational rehabilitation, and/or other existing community programs.

Population Served and Expected Outcomes

The PIC/RETC assists homeless individuals in the city of San Diego. The consortium estimates that 310 individuals will be assessed; 180 will enter a supported work or work experience program; and 138 individuals will obtain employment and make the transition from a shelter environment to low-cost housing. The PIC/RETC hopes that approximately 65 percent of the participants will retain employment for an average of 13 weeks.

Evaluation Design

The PIC/RETC will conduct an ongoing project evaluation and provide input and assistance for the national evaluation. In addition, the consortium will conduct quantitative and qualitative analyses of population and program characteristics. Variables for each participant that will be used in the analyses fall into four categories: services received, employment results, history and demographics, and participant feedback. The data collected in each of these categories will be entered into PIC/RETC's computer system for tabulation, analysis, and report generation. The PIC/RETC system is connected to the local JTPA data processing center.

County of Santa Cruz, Human Resources Agency
1040 Emeline Street
Santa Cruz, CA 95060
(408) 425-2280

Program Director: Jim De Alba

Contact Person: Bill Watt

Project Environment: Urban

Target Population: Mentally ill individuals, youth, single mothers, and single males

Program Approach: Case management

Services Provided: Case management; primary needs assessment; personal documentation (photo identification, birth certificates, Social Security card, etc.); communication ability (phone messages, address); employment assessment; preemployment workshop; individualized housing plans, including permanent housing; supportive services; English as a second language; JTPA training; educational components, including job search training, on-the-job training, educational remediation, short-term occupational skills training, employment retention training, and exemplary youth training

Project Description

The Santa Cruz County Human Resources Agency (HRA) serves as a county-wide umbrella agency and encompasses the Employment Training Program Administration (JTPA service delivery area, California's Greater Avenues for Independence, Food Stamp Employment Training Program, Emancipation/Independent Living Skills Program, and Child Care Assistance Program) and the Social Service Program Administration (AFDC, Medi-Cal, General Relief, Food Stamps, Adult and Child Protective Services and Foster Care). Services provided through the Employment Training Division are guided by the local Private Industry Council and the County Board of Supervisors. The Homeless Employment Demonstration Program focuses on a broad range of activities, including extensive case management services providing individualized tracking and followup of participant progress from initial contact through preemployment activities, employment, retention, and access to permanent housing.

Population Served and Expected Outcomes

The Homeless Employment Demonstration Program estimates that it will serve 150 participants: 65 percent will complete training through either JTPA titles II or III; 60 percent will secure employment; and 70 percent of those who secure employment will maintain a 13-week retention rate. An additional outcome will be the transition of homeless individuals into stable housing. The program is designed to ensure the participant full access and continuity in services needed for long-term stabilization and self-sufficiency. The project's goal is to secure permanent housing for 50 percent of the participants.

Evaluation Design

The project will use the state JTPA-developed Management Information System (MIS) as a basis to track service provisions and outcomes. Each participant will have an individualized participant file that is maintained by the MIS unit. The participant's case manager initiates and establishes the file and records service activity, planned length of the activity, and training objectives. The HRA, through the JTPA office, contracts with the University of California, Berkeley, to conduct postprogram, 13-week followup surveys with the title II-A JTPA participants. The HRA will extend followup analysis to all homeless demonstration project terminees using the University of California, Berkeley, methodology.

Step Up On Second, Inc.
1328 Second Street
Santa Monica, CA 90401
(213) 395-6656

Project Director:	Susan Dempsay
Contact Person:	Susan Dempsay
Project Environment:	Urban
Target Population:	Homeless mentally ill
Program Approach:	Case management
Services Provided:	Intake and assessment; social service referrals; prevocational training; continuous evaluation; vocational training and placement; maintenance of job placement through long-term supportive services

Project Description

Step Up On Second has created a comprehensive vocational reentry program called Project Change, which serves mentally ill persons in Santa Monica and the Westside area of Los Angeles County. Recognizing that vocational plans must be tailored for each individual, Project Change utilizes a three-tier system that includes (1) intake, assessment, and prevocational training; (2) vocational training and placement; and (3) maintenance of job placement through long-term supportive services. The three-tier system allows for individual progress and takes into account the participant's degree of job readiness.

Population Served and Expected Outcomes

Through the continuation of Project Change, Step Up On Second will serve homeless mentally ill persons in the Santa Monica/Westside area. The project proposes the following: (1) 200 homeless participants will be targeted for outreach and recruitment, of whom 100 will receive in-depth intake, assessment, and comprehensive treatment plans; (2) 120 participants will receive continued case management from year 1; (3) all 100 of the new participants will be targeted and assigned to classes, job coaching, and in-house work positions; (4) 34 percent of the participants will retain placement for 13 weeks, 20 percent will continue in long-term full- or part-time employment, and 20 individuals employed during year 1 will continue to receive supportive services during year 2; and (5) the 100 new participants will also be referred for psychiatric evaluations, with an estimated 20 percent accepting ongoing psychiatric treatment. Additionally, an estimated 75 percent of all participants at Project Change suffer from alcohol or other drug abuse. Of these 75 percent, 34 individuals will maintain sobriety to retain employment. All participants with alcohol or other drug abuse problems will receive assistance in maintaining sobriety/drug-free lives.

Evaluation Design

The final evaluation for Project Change will include (1) narrative on program strengths and weaknesses; (2) survey results of staff and participant evaluations; (3) discussion of mechanisms for overcoming specific obstacles of alcohol and other drug abuse, psychiatric treatment resistance, limited housing options, and community opposition; (4) statistical results on placement and referrals consistent with expected outcomes; (5) assessment of changes in social functioning of participants; and (6) conclusionary statements by Step Up On Second's executive director.

City of Waterbury Department of Employment, Education and Grants Administration
29 Leavenworth Street
Waterbury, CT 06702
(203) 574-6971

Project Director: Mike Cooper

Contact Person: Marie Burke

Project Environment: Urban

Target Population: Homeless individuals, youth over 18, families with children, victims of abuse

Program Approach: Case management

Services Provided: Coordination of outreach and services among providers; assessment of health, psychosocial, educational, and employment status; development of individual employment and housing plan; monitoring participant progress

Project Description

The City of Waterbury Department of Employment (DOE), Education and Grants Administration, will use a case management approach to provide employment and training services for the homeless. A three-member case management team, composed of a project director, a housing/outreach coordinator, and an education coordinator, will facilitate the referral process for the program and maximize the resources available to the homeless. The aggregate team activities include (1) coordination among service providers -- shelters, churches, hospital, soup kitchens, the Department of Human Resources, and other community and social services agencies; (2) comprehensive assessment of the participant's health, psychosocial, educational, and career/employment status; (3) development of an Individual Employment Development Plan (IEDP); and (4) monitoring participant progress through training and placement. The proposed project is a collaborative effort among DOE, the Saint Vincent de Paul Society, the Salvation Army, the Women's Emergency Shelter, the Department of Human Resources, and the Waterbury Departments of Public Assistance and Education.

Population Served and Expected Outcomes

Employment and training services provided by the City of Waterbury demonstration project will be available to all homeless individuals age 18 years or older. The project will provide outreach to at least 1,000 individuals, assessment of 500 individuals, life skills and preemployment training for 250 individuals, informal job training activities for 150 individuals, and placement in unsubsidized employment for 105 individuals.

Evaluation Design

A comprehensive and ongoing program evaluation will be the responsibility of the project director and an independent evaluator. Baseline data collection will be the immediate priority of the evaluation component, provided through efforts of the project director, the three shelters, and the comprehensive array of social service providers. The local and national evaluation will include information on (1) the number of homeless individuals served, (2) the number of homeless individuals placed in jobs, (3) the average length of training time under the project, (4) the average training costs per participant, (5) the average retention rate, and (6) the number placed in transitional/permanent housing.

ARCH Training Center, Inc.
2427 Martin Luther King Jr. Avenue, S.E.
Washington, DC 20020
(202) 889-6344

Project Director: Charles D. Gautier

Contact Person: Jennifer D. Lepard

Project Environment: Urban

Target Population: Homeless families with children

Program Approach: Case management

Services Provided: Outreach; educational, vocational, and medical/social assessments; pretraining readiness; job training and placement; postplacement services

Project Description

The ARCH Training Center employs a comprehensive service model, based on the principles of case management, to serve homeless persons in need of intensive job training and related services. In cooperation with the DC PIC, ARCH has (1) undertaken outreach activities to shelters, food services sites, and other locations; (2) provided intake and assessment (educational, vocational, psychosocial) services; (3) developed an Individual Services, Training, and Employability Plan (ISTEP) for each participant; (4) met pretraining service needs; (5) coordinated job training, readiness, and placement services; and (6) provided postplacement services, including counseling and crisis intervention. Additional services provided for the homeless through the project include coordination with court and probation officials, financial counseling, alcohol and other drug abuse services, emergency and transitional housing, transportation, and day care.

Population Served and Expected Outcomes

The ARCH Training Center serves homeless individuals in the District of Columbia metropolitan area, primarily families and single mothers. ARCH proposes to serve 80 new families in its second year and projects that 76 percent of eligible participants will maintain employment for at least 13 weeks.

Evaluation Design

The ARCH staff will conduct an evaluation of second-year activities to measure the success of its efforts. The process evaluation will examine program administration and implementation, achievement of benchmark dates, and the participant flow model. The outcome evaluation will examine factors such as number of persons served, trained, and retained in employment for 13 weeks, as well as average and median wages attained by program graduates on job entry and exit.

Home Builders Institute
15th and M Streets, N.W.
Washington, DC 20005
(202) 822-0550

Program Director: Dennis Torbett

Contact Persons: Dennis Torbett

Project Environment: Urban

Target Population: Single adults and members of homeless families

Program Approach: Case management

Services Provided: Case management; assistance in securing transitional and permanent housing; health care, day care, classroom or institutional skills training; hands-on skill training; employability development training; life skills training; remedial education; meal allowance; transportation; textbooks and tool kits; safety gear; and liability insurance during training

Project Description

The Home Builders Institute (HBI), the educational division of the National Association of Home Builders, is conducting an industry-sponsored national demonstration job training program. The Homeless Employment and Related Training (HEART) program combines a job-training case- management approach at six sites. The HEART program consists of two HBI job training programs, the Craft Skills Preapprenticeship program (in Salt Lake City; Nashville; and Chesapeake, VA) and the Community Revitalization projects (in Boston; Louisville; and Erie County, NY). The entry level or preapprenticeship programs provide trainees with intensive hands-on training at building sites and classroom training in technical aspects of particular crafts. After successful completion of the program, trainees are placed on jobs with builders or subcontractor members of the local builders associations and have the opportunity to enter DOL-registered and DOL-approved Craft Skills Apprenticeship programs. The HBI Community Revitalization projects are open entry/open exit competency-based programs providing classroom and hands-on training using employer-validated curriculums. Hands-on instruction takes place at abandoned, city-controlled buildings, which serve as training sites. After participation in these projects, trainees are placed in jobs and low-income housing units are returned to the city.

Population Served and Expected Outcomes

The project's target population is unemployed and underemployed homeless men and women older than 21, including single men and women and members of homeless families. Veterans and Native Americans are eligible, although the project is not targeted exclusively at these groups. HBI estimates that 90 participants will be enrolled in the program; 74 will complete training; 63 will become employed; 54 will maintain 13-week employment retention; and 54 will upgrade their housing to transitional or permanent housing.

Evaluation Design

In addition to the national evaluation, HBI will conduct an independent evaluation that will (1) assess the effectiveness of the program with respect to the employment status of participants both in absolute terms and relative to the DOL performance standards, (2) determine the average cost and length of training per participant, (3) assess the project's effectiveness in improving the residential status of participants both in absolute terms and relative to the program performance standards, (4) measure the utilization of services in terms of total number of participants served and average utilization by participants of each service offered and evaluate program success in meeting performance standards with respect to utilization, and (5) assess the impact of participant characteristics on each of the DOL variables.

Jobs for Homeless People, Inc.
1400 Q Street, NW
Washington, DC 20009
(202) 797-0550

Project Director:	Stephen Cleghorn
Contact Person:	Stephen Cleghorn
Project Environment:	Urban
Target Population:	Homeless men and women
Program Approach:	Case management
Services Provided:	Coordination and outreach; assessment and planning; preemployment skills and education; OJT, classroom, and job search training; job placement; supportive services

Project Description

Jobs for Homeless People (JHP) is an all-volunteer organization whose sole mission is to correct a systemic cause for homelessness by providing employment services to homeless men and women. Formally incorporated in August 1989, JHP is governed by a 15-member board of directors that includes homeless advocates, organizations providing services to homeless people, representatives of the business and legal community, the DC Board of Public Instruction, and nationally recognized experts in the field of employment program design and evaluation. Services now being provided include outreach, group orientation and career development, self-assessment, interviewing skills, and self-directed job search. Job development and individual counseling are also available. Services take place in offices located in the DC shelter operated by the Community for Creative Non-Violence (CCNV).

Population Served and Expected Outcomes

Locating program services in the DC shelter gives JHP immediate access to 1,000 men and 100 single women residents. JHP has set the following targets for the first program year: 400 homeless participants screened (intake and assessment), 175 homeless participants enrolled inservice, 100 homeless participants positively terminated from the program, 60 homeless participants placed in jobs, 40 participants referred to other training programs or other employment enhancement, and 40 participants retained in jobs for at least 13 weeks.

Evaluation Design

JHP program staff will cooperate fully with the national evaluation team by making all program data available, revising program forms or completing additional program forms to ensure comparability of data across programs, and being available to answer all evaluation questions. The individual project evaluation component will be conducted by volunteer trained policy researchers. This component will serve several purposes, including documentation of the characteristics of program participants, services, operations, and outcomes; examination of the context in which the program takes place; and evaluation of the program's replicability and generalizability.

Delaware Department of Health and Social Services
Division of Alcoholism, Drug Abuse, and Mental Health
1901 North Dupont Highway
New Castle, DE 19720
(302) 421-6101

Program Director:	Neil McLaughlin
Contact Person:	Neil McLaughlin
Project Environment:	Urban
Target Population:	Single mothers and mentally ill individuals
Program Approach:	Program of Assertive Community Treatment (PACT) model of case management
Services Provided:	Twenty-four hours, 7 days a week case management services; transitional and permanent housing; food; mental health counseling; dispensing of medications for mentally ill participants; preemployment services, including job counseling, literacy, and remedial education; GED training; job preparatory training; job search and job counseling; vocational rehabilitation; extensive followup services

Project Description

This project is the result of a collaborative effort between two divisions of the Delaware Department of Health and Social Services (DHSS). The Division of Alcohol, Drug Abuse, and Mental Health has overall responsibility for the mentally ill, and the Division of Social Services has responsibility for the single mothers enrolled in the program. Both divisions refer participants to the Church Home Foundation's Connections program, which is the subcontracting organization responsible for case management. However, the New Castle County Community Mental Health Center, a division of Alcohol, Drug Abuse, and Mental Health, is the organization that ultimately refers participants after performing a preliminary screening.

Population Served and Expected Outcomes

DHSS provides services to single mothers and persons who are mentally ill. The project estimates that 150 additional participants will be enrolled in Connections. Approximately 100 participants from the previous grant year also will be served for a total of 250 participants. Of the 250 participants, approximately 150 will be single mothers and 100 will be persons with psychiatric disabilities. One hundred and seventy-five participants will participate in the JTPA First Step, the State Welfare reform program, or will be placed directly into employment. One hundred and fifty will be placed in a job, and 125 will complete at least 13 weeks of employment.

Evaluation Design

An independent research firm will conduct the evaluation of the project regarding expected outcomes and other indicators of the project performance. In addition to DOL evaluation, the project will analyze quantitative and qualitative data. Quantitative data will be derived from screening and assessment forms, service plans, progress notes, service plan reviews, and discharge summaries. The following qualitative data, drawn from interviews with participants, project staff, and other related organizations, also will be examined: identification of issues related to the physical, social, and organizational context of the project; obstacles to success; participants' perceptions of the project and its services; and relationships with collateral services.

Business and Industry Employment Development Council, Inc.

806 Franklin Street
Clearwater, FL 34616
(813) 443-3323

Program Director: Barbara Butz

Contact Person: Jim Reimer

Project Environment: Urban

Target Population: Single adults and families

Program Approach: Case management/coordination of services

Services Provided: Case management; tailored employment and training activities, including assessment, job club, job development and placement, workplace skills training, occupational skills training, on-the-job training, and basic skills and literacy training; referral services to community resources, including mental and physical health agencies, food and shelter providers, day-care providers, and other support service organizations

Project Description

The Business and Industry Employment Development Council (BIEDC) is a private nonprofit corporation that serves as the administrative entity for the Pinellas County SDA. In addition to JTPA program planning and operations, BIEDC also operates a small model employment program for the homeless through Professional Employment and Training Services, Inc. Project H.O.M.E.S. is the result of a cooperative coordination strategy developed through BIEDC's participation in the Pinellas County Coalition for the Homeless and the Interagency Committee on Planning and Evaluation. Commitments from 33 shelters servicing individuals and families have been secured to support the project. Coordinated services will be provided through a case management and followup system. A case manager is assigned to each participating shelter and works in conjunction with existing shelter staff. All services are provided under the team approach concept.

Population Served and Expected Outcomes

Project H.O.M.E.S. serves single adults and families and provides services in three distinct phases: level I, assessment; level II, comprehensive employment and training; and level III, full economic independence. The project hopes to serve 200 individuals in level I, 160 individuals in level II, and 72 individuals in level III. One hundred and twenty individuals in levels I and II will enter employment; 60 in level I and 72 in level II will remain employed for at least 13 weeks. Seventy-two individuals in level III will obtain and maintain employment for 13 weeks; 61 of these will achieve full economic recovery.

Evaluation Design

Under the direction of the Pinellas County Juvenile Welfare Board, project staff members, shelter staff members, and members of the coalition subcommittee will conduct an evaluation of the strengths and weaknesses of the project. The board also will provide expertise on the development and conduct of the national evaluation and will report the results to the coalition and to DOL.

Broward Employment and Training Administration
330 North Andrews Avenue
Ft. Lauderdale, FL 33301
(305) 765-4505

Program Director: Mason C. Jackson

Contact Person: Reginald King

Project Environment: Urban

Target Population: Single mothers, two-parent families, single adults, and youth

Program Approach: Case management

Services Provided: Case management; supportive services such as food, clothing, health care, drug abuse counseling, and day care; transitional housing; educational and vocational assessment; preemployment training; counseling; economic needs analysis; institutional skills training; industry-based training; OJT; work experience; job placement; followup services

Project Description

The Broward Employment and Training Administration (BETA) serves as the grant recipient and administrative entity under JTPA in Broward County, FL, and is governed by a public/private partnership of the BETA Council (the Broward County Commission and mayors of Fort Lauderdale and Hollywood) and a 38-member PIC. The program is designed to provide comprehensive training and employment services to homeless participants in Broward County. The project is a collaborative effort between BETA, the Broward County Social Services Division, Salvation Army, Community Service Council of Broward County, Inc., Women in Distress of Broward County, and Covenant House, a shelter for homeless youth. BETA's goal is to coordinate services to provide the best possible services to the homeless. BETA operates three career centers, which are strategically located in three areas of the county: Pompano Beach, Fort Lauderdale, and Hollywood, FL.

Population Served and Expected Outcomes

BETA serves women and their families, two-parent families, single adults, and youth. The program's goal is to serve 175 individuals; 131 participants will enter training, and 112 will enter unsubsidized employment. BETA provides food coupons as an incentive for participants to remain in training or employment, which has proven to be an effective way of increasing job retention. BETA estimates that 89 individuals will remain employed for 30 days; 71 individuals will retain employment for 60 days; and 58 will maintain jobs for 90 days.

Evaluation Design

The final evaluation will be conducted by BETA's director of program research and development. In addition to the national evaluation, BETA will gather information on the principal causes of homelessness; reasons for homelessness will be described; and numbers in each category will be reported. Based on the data analysis of the national evaluation, BETA will draw conclusions and present recommendations.

Northern Cook County Private Industry Council

2604 East Dempster, Suite 502
Des Plaines, IL 60016
(708) 699-9040

Program Director: Michael Spiers

Contact Person: Cynthia Scott

Project Environment: Suburban

Target Population: Homeless men and women

Program Approach: Case management

Services Provided: Outreach and intake; comprehensive vocational assessment; basic skills instruction; preemployment and vocational skills training; alcohol and other drug abuse and mental health counseling; case management; job development and placement; on-site supervision and work evaluation; followup and supportive services

Project Description

The project operated by the Northern Cook County Private Industry Council is designed to improve the ability of the homeless to obtain and retain employment that provides stability and a satisfactory living wage rate. The project design incorporates the concept of an on-site individualized learning structure so that lessons can be tailored to the participant's needs in the setting of the temporary residence and/or work site. Upon acceptance into the project, the participant will be placed in a 6-week training and evaluation sequence that pairs basic skills instruction with a program to develop work habits through on-site job exposure. Approximately six participants will be enrolled at a time.

Population Served and Expected Outcomes

The project expects to provide services to approximately 50 homeless individuals by offering them an opportunity to return to independent living; 30 of these individuals will be placed in jobs. The project expects to attain a 70-percent retention rate at 13 weeks following placement. Fifteen homeless individuals will continue in training following termination.

Evaluation Design

The evaluation design will compare actual performance to expected outcomes. Specific data will be collected to measure whether the project is meeting its performance standards in the areas of population served, participants employed, and job retention. Another aspect of the evaluation will identify elements that are related to project success, including the quality of training and assessment activities.

Elgin Community College
Alternatives Program
1700 Spartan Drive
Elgin, IL 60123
(708) 697-1000

Project Director:	Cynthia D. Moehrlin
Contact Person:	Cynthia D. Moehrlin
Project Environment:	Urban, suburban, rural
Target Population:	Homeless men and women 14 years of age or older
Program Approach:	Personal advocate/case management
Services Provided:	Outreach and referral; vocational training; OJT; job placement; permanent housing; job retention; supportive and followup services; certified alcohol and other drug abuse counselor on staff; all services provided in either Spanish or English

Project Description

To facilitate the homeless in their efforts to become economically independent, the Elgin Community College Alternatives Program established the Fox Valley Consortium for Job Training and Placement of the Homeless. The consortium unites the Public Aid Office, Community Crisis Center, Salvation Army, Centro de Informacion, and Elgin Community College. In addition, a newly founded group, C.A.S.E. (Community Action for Adequate Shelter in Elgin), has committed itself to aiding the consortium in establishing long-term solutions for the homeless rather than addicting shelters.

Population Served and Expected Outcomes

Eligible participants will include the full spectrum of homeless people, age 14 years or older. The Fox Valley Consortium will serve at least 250 homeless women referred by the Community Crisis Center, 200 homeless participants referred by the Elgin Salvation Army (or other agencies), and at least 50 limited-English-proficient homeless Hispanics referred by the Centro de Informacion. In addition, permanent housing will be secured for at least 250 of the participants. A measurable, concrete reduction of the problem of homelessness will result from the activities proposed by the Consortium.

Evaluation Design

Using time planning of tasks, quarterly reports will be produced to determine success. Evaluation data include number served, number placed in jobs, average training time, average training costs, average retention rate of job placement, and number of homeless individuals placed in transitional or permanent housing outside of shelters. In addition, written evaluations will be conducted after all seminars, and quarterly reports will be requested from the consortium members.

Kentucky Domestic Violence Association
P.O. Box 356
Frankfort, KY 40602
(502) 875-5276

Project Director:	Sharon Currens
Contact Person:	Gil Thuman
Project Environment:	Urban/rural
Target Population:	Battered women in six spouse abuse shelters across the state
Program Approach:	Case management
Services Provided:	Outreach/assessment; adult basic education/GED; employability and job retention skills training; employment counseling and placement; clerical upgrade training; child care; transportation

Project Description

The Kentucky Domestic Violence Association (KDVA) has established a job training and placement program in its spouse abuse shelters. KDVA, a statewide coalition of shelters, will coordinate the project and the evaluation procedures. KDVA plans to subcontract with the Creative Employment Project (CEP) to train shelter directors, case workers, employment counselor/workshop coordinators, and job developers. Each of the demonstration projects will utilize a case management approach to providing services. A shelter case worker, an employment counselor, and job developer will work with each participant from entry into the shelter through completion of the program. Between 35 and 50 women will participate at each shelter, and all services will be offered within the shelter environment.

Population Served and Expected Outcomes

The KDVA serves as a network of spouse abuse programs that provide services to battered women and their dependent children. KDVA estimates that it will enroll 260 women in the program and that 80 percent of those enrolled will complete training and 64 percent will obtain employment, of which 60 percent will retain employment for 13 weeks. KDVA also estimates that 117 women (45 percent) will participate in ABE or GED instruction and 93 (80 percent) either will receive GED or will advance at least two grade levels.

Evaluation Design

Evaluation design was not discussed in the proposal.

Jefferson County Public Schools
Adult and Continuing Education
4409 Preston Highway
Louisville, KY 40213
(502) 473-3650

Project Director: Jeannie Heatherly

Contact Person: Marlene Gordon

Project Environment: Urban

Target Population: Homeless men and women age 18 and older

Program Approach: Case management; educational training for job acquisition and retention

Services Provided: Basic living skills; educational assessment; academic instruction; vocational skills training; job placement; counseling and supportive services

Project Description

The Jefferson County Public Schools' Unit of Adult and Continuing Education initiated Project WORTH (Work Opportunity Readiness for the Homeless) to facilitate employment for homeless adults in the Louisville area. The project provides participants with (1) instruction in basic living skills so that they can become more stable and productive human beings and future employees; (2) academic upgrade instruction that they may need to initially obtain employment; and (3) the vocational skill training necessary to obtain and retain employment in the local job market. A case management approach is used to track participants as they move among area shelters or to permanent housing and through the comprehensive academic and vocational programs. Participants in this project are also eligible for services administered by the Department for Employment Services, the administrative agency for JTPA in Kentucky.

Population Served and Expected Outcomes

Project WORTH serves homeless adults age 18 years and older, many of whom are single-parent heads of households with preschool-age children as well as residents of temporary transitional shelters and halfway houses. The project estimates that about 225 homeless people will be referred to project services; 175 will receive academic assessments; 125 will receive vocational assessments; 100 will receive adult basic education, living skills, and vocational training; and 15 will receive their GED. The project also expects to place 45 homeless people in jobs and have 30 of them retain jobs for 13 weeks.

Evaluation Design

Evaluation activities designed specifically for Project WORTH include both formative and summative components. The formative component includes data and reports collected during the second year of program activities. The summative component incorporates both preliminary and final outcomes, such as the number of homeless persons screened at shelters, assessed for basic education/basic living/vocational needs, enrolled in programs, and placed and retained in jobs for 13 weeks or longer. Collection, compilation, analysis, and reporting of the evaluation data will be conducted by the project staff.

York County Shelters, Inc.
P.O. Box 20
Alfred, ME 04002
(207) 324-1137

Program Director:	Donald Gean
Contact Person:	Paul Haskell
Project Environment:	Urban/suburban
Target Population:	Homeless men and women 18 years and older
Program Approach:	Case management
Services Provided:	Outreach and intake; educational and prevocational assessments; case management; remedial education; literacy tutoring; job search; on-the-job coaching; job placement; residential programs; supportive services

Project Description

York County Shelters, Inc., established the first vocational training program for the homeless in northern New England. Initially offering work experience in property maintenance and building trades, the program has been expanded to include baking, institutional cooking, and retail sales training. The Values in Vocational Achievement (VIVA) project will utilize a high-impact, hands-on approach to values clarification and reinforcement. This approach places considerable emphasis on laying the foundation for work readiness and the acquisition of generic work skills. The VIVA project incorporates such innovative elements as an Outward Bound-type adventure, peer-to-peer training, and interactive sessions with local entrepreneurs in a 30-week crash course in motivation. For postgraduate training in more technically oriented fields, it relies on widely available public and private training opportunities to augment or enhance skills learned in the program.

Population Served and Expected Outcomes

Of the 500 to 600 homeless individuals referred to their residential programs, it is estimated that only 25 to 40 percent will be sufficiently stable and developmentally appropriate for the VIVA project. By the end of the first year of operation, the project anticipates turning out between 5 and 7 job-ready trainees every 10 weeks.

Evaluation Design

The primary hypothesis the VIVA project will test is whether a heavy emphasis on "soft" factors (e.g., values, supportive environment) is more effective in improving job retention for the chronically unemployed homeless population than an emphasis on "hard" factors (e.g., job skills, OJT, high-tech learning). The project also will evaluate the hypothesis that the training process results in an appropriate values shift or values reinforcement. A test instrument, probably a values scale, will be commissioned so that it can be administered before, during, and upon completion of the training process.

City of Portland
85 Preble Street
Portland, ME 04101
(207) 775-6313

Program Director: Bob Duranleau

Contact Person: Linda Peterson

Project Environment: Urban

Target Population: All homeless individuals

Program Approach: Case management

Services Provided: Outreach/accessibility; case management; employability assessment; preemployment activities; work search training; referral and placement; support and followup services

Project Description

The City of Portland's Health and Human Services Department (HHSD), the administrative agency responsible for the grant, has an outstanding record of providing financial support and employability services to the unemployed population. The HHSD will adapt its procedures to facilitate cooperation and form linkages among mental health, alcohol and other drug abuse, health, education, employment, and social services agencies in addressing the multiple needs of unemployed and underemployed homeless individuals. Services will be delivered in a collaborative effort between HHSD and the Cumberland County Training Resource Center, the JTPA agency for the area.

Population Served and Expected Outcomes

The project proposes to serve 300 homeless individuals in the City of Portland, including 80 young adults age 18 to 25, 50 mentally ill, 30 alcohol or other drug abusers, 40 single-parent and two-parent households, and 100 other homeless persons who have the potential for future employment. This target population represents 20 percent of the estimated number of homeless individuals in Portland. The following set of goals has been established for specific participant-centered and systemic outcomes: identify and assess the education and training needs of 300 homeless individuals; provide education services to 100 unemployed homeless individuals; provide training services to 150 unemployed homeless individuals; ensure employment placement for 100 homeless individuals; ensure 13 weeks of job retention for 80 homeless individuals; and ensure that 30 young adults receive their GED.

Evaluation Design

Participant data for the national evaluation will be collected at initial screening, assessment, and regular intervals during the case management process. Data for the process evaluation will identify administrative procedures, policies, and practices that facilitate or impede effective coordination of services to the target population. Project staff members also will maintain an administrative log that identifies the process, tasks, and accomplishments of the service in a chronological fashion.

Boys and Girls Club of Greater Washington
1320 Fenwick Lane, Suite 800
Silver Spring, MD 20910
(202) 543-3887

Program Director: Evard Conner

Contact Person: William Powell

Project Environment: Urban

Target Population: Homeless, sheltered, and foster care youth age 16 to 24

Program Approach: Case management

Services Provided: Case management; educational, occupational, and personal needs assessments; preemployment training, including basic skills remediation and GED assistance; independent living skills; career exploration workshops; occupational training in printing and the culinary arts; job development; peer and professional counseling; and supportive services

Project Description

The Boys and Girls Club of Greater Washington includes eight clubs located throughout the metropolitan area; four emergency shelters for neglected, abused, and homeless youth; five residential group homes; and a residential facility for teenage mothers and their children. The organization has its own Career Development and Vocational Education Training facility, which also houses the Youth Employment Services Project. The project has established linkages with the District of Columbia Private Industry Council (PIC), which provides additional occupational training as well as employment and apprenticeship opportunities. In addition, PIC also will conduct the final evaluation. The Youth Employment Services Project also works in cooperation with the Mayor's Homeless Coordinator and at least 25 contracted District of Columbia Department of Human Services Emergency Youth and Family Shelter Managers.

Population Served and Expected Outcomes

The Youth Employment Services Project serves disadvantaged homeless, sheltered, and foster care youth age 16 to 24 in the District of Columbia. The project will serve a total of 70 participants in two cycles of 35 each. Each group will receive a 5-month cycle of training, providing at least 460 hours of occupational skills training. Participants will receive $35 per week as a stipend and incentive. The project hopes to achieve a training completion rate of 70 percent and place 50 percent of project graduates in nonsubsidized employment.

Evaluation Design

A preliminary process and impact model evaluation will be conducted by trained occupational training evaluators from the District of Columbia PIC. Data for the process and impact evaluations will be obtained through interviews with participants, staff, social workers, and case managers from the emergency family and youth shelters. Standard paper and pencil measures administered to participants, test scores, job attendance records, observations by counselors, review of the participant's Individual Service Strategy, and the extent to which goals were attained also will be included as part of the evaluation. The major impact evaluation questions ask to what extent are the participants acquiring educational and occupational skills and to what extent can self-sufficiency, employability, and reduced dependency be predicted with regard to social support, social responsibility, education, job training success, and self-esteem.

Community Action, Inc.
25 Locust Street
Haverhill, MA 01832
(508) 373-1971

Program Director:	Nancy Churchill
Contact Person:	Nancy Churchill
Project Environment:	Urban
Target Population:	Single adults
Program Approach:	Case management
Services Provided:	Case management; food; clothing; referrals to shelter organizations; medical services; basic skills training; preemployment workshops; supported employment; educational services

Project Description

Community Action, Inc. (CAI), is a private nonprofit community action agency. The agency is governed by a board of directors comprising elected representatives of low-income areas, elected public officials, and local business and human service representatives. The CAI operates an onsite drop-in shelter and a comprehensive employment/training program. A network of in-house and community agencies will provide supportive services to the project. The CAI has established linkages with the Visiting Nurses Association, the Department of Mental Health, and local physicians to provide health services to the participants at the drop-in shelter. Educational services will be available to participants through the employment and training program.

Population Served and Expected Outcomes

The CAI's target population is single adults. Participants with personal problems that prevent active participation in the program (e.g., alcohol and other drug abuse, mental health, or severe medical problems) are referred to a more appropriate service provider. The CAI projects that 50 individuals will participate in the program, and 45 individuals will complete the program to the point of retaining employment for 13 weeks.

Evaluation Design

The Lower Merrimack Valley Private Industry Council (PIC) will conduct the local evaluation. The CAI staff will work with PIC staff to develop the design, methodology, and evaluation protocols. In addition to the Department of Labor outcome measures, CAI also will examine the social and demographic characteristics that affect success or failure in the program.

Education Development Center
55 Chapel Street
Newton, MA 02160
(617) 969-7100

Program Director: Vivian Guilfoy

Contact Person: Vivian Guilfoy

Project Environment: Urban

Target Population: Women

Program Approach: Individual case management

Services Provided: Individual case management; social skills curriculum; basic literacy skills and remedial education; housing assistance; counseling; job exploration and training, including OJT.

Project Description

The Education Development Center (EDC), together with the Massachusetts Coalition for the Homeless (MCH) and the American Friends Service Committee's My Sister's Place (MSP) project, are collaborating in a job training model built on the expertise and experiences of all three organizations. The EDC is the grant recipient and will provide program design, curriculum development, evaluation, and management expertise. The MCH and MSP are the two community-based programs that provide expertise in data collection, research, advocacy, and case management. The project will convene an advisory panel representing community employment and training agencies, the PIC, and other public and private sector representatives. The advisory panel will establish linkages with community agencies, identify resources and services, and develop interagency agreements.

Population Served and Expected Outcomes

The project will contact 200 homeless women; 105 will be recruited. Due to budget constraints, the project will not be able to assist chronically mentally ill or drug-dependent participants. The program year includes three 12-week cycles. Each cycle will enroll 35 women, who will spend 15 hours per week in program activities. The program offers a customized approach to career development that includes individualized case management, social skills, goal-oriented training and employment activities, and referral and direct job placement services.

Evaluation Design

The EDC will conduct formative and outcome evaluations using quantitative and qualitative data. The evaluation design is based on a temporal model with three stages: baseline, process, and outcome. Baseline variables will include demographic characteristics, expectations at entry, health status, and work experience. Process variables will highlight the nature and types of specific learning activities experienced by the participants. Outcome variables that focus on education, work status, and social competencies will be measured upon leaving the program and at biweekly intervals following placement.

Massachusetts Career Development Institute

140 Wilbraham Avenue
Springfield, MA 01109
(413) 781-5640

Project Director: Doreen Fadus

Contact Person: Doreen Fadus

Project Environment: Urban

Target Population: Men and women

Program Approach: Case management

Services Provided: Case management; assessment; personal and career counseling; motivational workshops; onsite prevocational services, including Adult Basic Education (ABE), English as a second language (ESL), and GED classes; preemployment training; occupational training; supportive services, including transportation and a $100 stipend for clothes, glasses, and other critical needs; day care; health services; support groups; lunch

Project Description

The Massachusetts Career Development Institute (MCDI) operates within the guidelines outlined by the City of Springfield's Comprehensive Assistance Plan and under the direction of their Homeless Advisory Board and the Private Industry Council Regional Executive Board. The MCDI offers onsite occupational training in clerical/word processing, hospitality/culinary arts, electronic assembly, machine technologies, and welding. The Institute also offers onsite educational services, including ABE, ESL, and GED classes. In addition, MCDI created linkages with the Springfield Day Nursery day-care center, Holy Family Church, and the Diocese of Springfield and established a day-care center located near MCDI; 40 slots are available for MCDI participants.

Population Served and Expected Outcomes

The MCDI serves homeless men and women in the metropolitan Springfield area. The Institute plans to serve 115 participants in three program components. The MCDI's goals are to offer job development to 50 participants, enroll 25 participants in onsite prevocational training, and enroll 40 in specific MCDI training courses. Of the 115 served, MCDI hopes to secure employment for 30 participants with a minimum 13-week retention rate.

Evaluation Design

MCDI's program evaluator will submit monthly reports to the advisory board to review and discuss the overall strengths and weaknesses of the program and provide ongoing recommendations for modifications. In addition to the national evaluation requirements, MCDI will conduct interviews with participants to gather information on program quality, quality of instruction, curriculum design, satisfaction with new skills learned, effects of private-sector involvement with the program, and recommendations for improvement of future programs.

Hennepin County Training and Employment Assistance Office
First Level South Government Center
300 South Sixth Street
Minneapolis, MN 55487-0012
(612) 348-5203

Project Director:	John McLaughlin
Contact Person:	John McLaughlin
Project Environment:	Urban
Target Population:	Single adults, families, and youth
Program Approach:	Employment-directed case management
Services Provided:	Case management; housing; health care; nutrition counseling; mental health and chemical dependency counseling; transportation; day care; in-shelter outreach; vocational assessment; employability development plan; basic skills training; GED; subsidized employment; sheltered work sites; classroom training; job seeking skills and job retention skills training; job development; job placement; support groups; and followup activities.

Project Description

The Hennepin County Training and Employment Assistance Office (TEA) serves as the grant recipient for the project. The TEA is organizationally located within Hennepin County's Bureau of Social Services. The bureau will provide overall administrative control, planning and monitoring, evaluation, reporting, fiscal control, and accounting. Administratively, the bureau is responsible for the day-to- day delivery and regulation of financial assistance, social services, mental and chemical health, child welfare, employment and training, and veterans services in the county. As a department within the bureau, TEA has formal organizational links with local agencies and their subcontractors responsible for serving the homeless. The TEA has subcontracted with Catholic Charities of the Archdioceses of Minneapolis and St. Paul to provide case management services for single adults and families and with the Minneapolis Youth Diversion Program's Project Off-Streets to provide case management services for youth.

Population Served and Expected Outcomes

The TEA serves single adults, families, and youth. The project's goal is to enroll 538 homeless individuals. Seventy percent of project participants who complete an employability development plan will be placed into unsubsidized employment. The remaining 30 percent will be enrolled in school full time or will be referred to other employment and training programs. The TEA estimates that 60 percent of participants will maintain a 13-week retention rate, and 50 percent will maintain a 26-week retention rate.

Evaluation Design

The bureau will measure the achievement of expected outcomes outlined in the McKinney Act. In addition, the bureau will conduct an outcome evaluation, which will measure the number of participants placed in transitional and permanent housing; average wage at placement; and the number receiving case management, subsidized employment, sheltered employment, and other basic skills. Information will be collected by using the management information system forms and software currently used for the welfare reform programs. An outside evaluator will conduct a process evaluation to assess which features of the program were most critical to retention and placement.

City of St. Paul, Job Creation and Training Section
25 West Fourth Street, 14th Floor
St. Paul, MN 55102
(612) 228-3262

Project Director:	Jacqui L. Shoholm
Contact Person:	Harriet Horwath
Project Environment:	Urban
Target Population:	Runaway/throwaway youth; homeless women and men
Program Approach:	Case management
Services Provided:	In-depth assessment; transitional employment; referral and staffing

Project Description

City of St. Paul provides an individualized case management employment service that includes an in-depth service delivery assessment component. Services are provided under contract by Catholic Charities (the central case management agency), the YWCA (a special service and shelter provider for women), SPRC (a sheltered workshop), and Lutheran Social Services (employment and supportive services for youth).

Population Served and Expected Outcomes

The project will serve two special subgroups, youth and women, in addition to other homeless individuals. Success of the project will be measured by achievement of the annual and quarterly goals within a 15 percent margin. The project hopes to enroll 150 program participants and assist all participants in acquiring stable housing, employment, and needed services. The program hopes to achieve a postplacement retention rate of 90 percent.

Evaluation Design

City of St. Paul has hired an outside evaluator to complete the individualized evaluation and assist the Job Creation and Training staff with the national evaluation. Basic information for both evaluations will be collected through the JTPA Program Management Information System. Specific information on participant characteristics and length of service will be collected separately. In addition to the 13-week retention analysis, an in-depth, long-term retention analysis also will be conducted.

Corporation for Employment and Training, Inc.
513 Bramhall Avenue
Jersey City, NJ 07304
(201) 435-7750

Project Director:	Joseph Cardwell, Senior VP
Contact Person:	Denise Brown
Project Environment:	Urban
Target Population:	Homeless adults older than age 18 with and without severe barriers to employment
Program Approach:	Case management/advocacy
Services Provided:	Intervention; referrals; advocacy; motivational assessment; work adjustment training; medical assessment; basic skills; ESL; job training; job placement; postprogram supportive services

Project Description

Developed around the concepts expressed in Maslow's Hierarchy of Needs, the Corporation for Employment and Training's Holistic Homeless Assistance Demonstration Project (HHADP) represents a comprehensive and extensive collaboration of social services, job training, and public/private industry commitment to coordinate a multiagency service delivery intervention system designed to assist single homeless men and women regain self-sufficiency.

Population Served and Expected Outcomes

Though the HHADP would ideally serve all of Jersey City's homeless, it centers its services on the single adult, since it is felt this population is the most needy and hardest to serve. In its second year of operation, HHADP has increased its caseload to a total of 475 participants. Comprehensive coordinated referral services will be offered to 400 single homeless adults who require intensive intervention. The Single Adult Treatment Track (i.e., primary treatment track) will expand its holistic job training services to 75 participants who are free of severe medical/psychiatric/alcohol or other drug abuse barriers to employment.

Evaluation Design

A standardized format of data collection is used by HHADP to document service delivery and is broken down into three phases, which correspond to the types of information generated at different benchmarks of participation. Phase I is data collection, which includes participant histories, individual needs assessments, intake demographics, medical/psychiatric assessments, and individual intervention treatment plans. Phase II documents the participant's activities in the primary treatment track from initial motivational/work adjustment assessment through placement. Phase III centers on followup supportive services for graduates of the primary track and their level of success in returning to the work force.

Friends of the Night People, Inc.
499 Franklin Street
Buffalo, NY 14202
(716) 883-6782

Project Director:	Sheila Levis
Contact Person:	Sheila Levis
Project Environment:	Urban
Target Population:	Single adults and families
Program Approach:	Case management
Services Provided:	Case management; emergency shelter; subsidized housing; alcohol and other drug abuse counseling; life skills counseling; medical and psychological services; vocational evaluation; preemployment training; occupational skills training; job placement

Project Description

The Demonstration Employment Project for the Homeless (DEPTH) draws on the collaborative efforts of State and local governments, academic institutions, religious and community leaders, and agencies serving the homeless to demonstrate the vital relationship between housing and jobs in a comprehensive strategy to alleviate and prevent homelessness. The project will offer case management, medical, psychological, social work, legal, and advocacy services. Individualized and small-group training also will be provided to participants, usually in 4-hour blocks daily. A nonprofit, employee-owned business will be created to produce job-ready workers for the Buffalo labor market. A substantial share of sales revenues will be returned to employees in the form of hourly wages significantly above the minimum wage rate and employee benefits such as health care.

Population Served and Expected Outcomes

Homeless persons and families will be recruited from the participants of Friends of the Night People's drop-in center, which provides shelter, free coffee and daily meals, and assistance in obtaining and maintaining employment. The DEPTH project also will recruit from the City Mission, the largest shelter for the homeless in Buffalo, as well as other shelter organizations of the Erie County Coalition of Emergency Assistance Providers. The project expects to train and support 100 homeless persons and their families in their efforts to obtain and retain unsubsidized employment and independent housing.

Evaluation Design

Approximately 200 homeless persons who qualify and are willing to participate in the program will be identified and randomly assigned to one of two conditions in the research design: full participation in DEPTH's services (n=100) or in a control group that will receive monthly contacts from evaluation research staff (n=100). Informed consent will be obtained from research participants in both groups; information obtained will be used only the for the purposes of the evaluation.

Argus Community, Inc.
760 East 160th Street
New York, NY 10456
(212) 993-5300

Project Director: Lee Mulvihill

Contact Person: Lee Mulvihill

Project Environment: Urban

Target Population: Single men with alcohol and other drug abuse and/or mental health problems

Program Approach: Therapeutic community model of case management

Services Provided: Case management; drug rehabilitation; psychiatric diagnosis and treatment; educational and vocational assessments; vocational and life skills training; an onsite horticultural facility that serves as a training worksite

Project Description

Argus Community, Inc., operates a horticultural facility as a transitional worksite to provide hard-to-serve single men with essential work-related socialization and employability skills. With technical assistance from Columbia University, Argus grows herbs, vegetables, and seasonal blooming plants for their own use and for sale in New York City's outdoor greenmarkets. The horticultural facility is run as a business; except for a professional manager and salesperson, all positions are filled by program participants. Workers graduate from planting and packing flats to tending, delivering, and selling in the 16 retail greenmarkets. Program participants are recruited from the two shelters Argus operates for single males: Argus IV, with capacity for 50 alcohol and other drug abusers, and Harbor House, with capacity for 45 mentally ill alcohol and other drug abusers. Both facilities are 18-month residential treatment programs.

Population Served and Expected Outcomes

Argus' target population is hard-to-serve single men with a history of alcohol and other drug abuse and/or mental health problems. After 9 months of treatment, participants begin basic skills and prevocational training. Argus estimates that the dropout rate for basic skills and prevocational training will be less than 40 percent. Upon completion of prevocational training, participants are employed in the greenhouses. It is estimated that 60 percent will successfully complete 13 weeks of employment. After a 3-month period of employment in the greenhouses, approximately 55 percent will complete 13 weeks of employment outside the facility. During this period, participants continue to reside in the residence and receive supportive services. After 18 months participants graduate to an independent living situation but receive aftercare services for at least 6 months. Argus estimates that 50 percent will complete 26 additional weeks of employment while in an independent living situation.

Evaluation Design

Argus plans to continue the evaluation beyond the terms of the Department of Labor contract. A followup participant evaluation will be performed as participants continue to live in the shelters and participate in after-care programs. The methodology for the evaluation will consist of a series of structured interviews obtained at each stage of progress. The data will be supplemented by monthly ratings of behavior, attitudes, and progress drawn from the shelters' clinical records. All interview protocols will be developed by an in-house team with the help of an independent evaluator, Dr. George DeLeon, from Therapeutic Communities of America.

City of New York, Department of Employment
Office of Demonstration Programs
220 Church Street, Room 519-B
New York, NY 10013
(212) 433-6882

Project Director:	Lois Chaffee
Contact Person:	Lois Chaffee
Project Environment:	Urban
Target Population:	Homeless youth living with their families and homeless teen parents living with their children
Program Approach:	Case management with flexible training and employment outcomes
Services Provided:	Recruitment and orientation; individual self-sufficiency planning; independent living skills instruction; group and individual counseling (Project ESTEEM); preemployment counseling; placement into occupational training or basic education programs; job placement; supportive and followup services

Project Description

The Department of Employment (DOE) is the City of New York agency designated as the administrative entity for the Job Training Partnership Act in the city's five boroughs. The DOE demonstration project will provide a range of participant services emphasizing education, vocational skills training, and employment. Participants will be counseled and supported to remain in school or return to school as a first priority. If that is not an option, participants will be counseled and supported to choose vocational training leading to a skilled occupation, perhaps with part-time educational remediation. Immediate employment will be offered to participants who cannot or will not accept education or training. The central concepts of DOE's program design are flexibility and choice. Services will be provided by Career and Educational Consultants, Inc. (CEC), a private organization under contract to DOE. CEC, working with the staff of two shelters (Saratoga Inn in Queens and Kianga House in Brooklyn), will recruit and identify candidates appropriate for employment services from among the shelter residents. All participants, after screening, orientation,and enrollment, will be offered an intensive 5-week counseling and self-assessment program featuring Project ESTEEM (a group motivation and support program), vocational planning, and independent living skills instruction. After the plan is developed, all participants will receive, in greater or lesser measure as needed, supportive services, independent living skills instruction, and preemployment counseling. During the service period, each participant will meet regularly with a counselor/case manager; after placement, project staff will follow up on all participants.

Population Served and Expected Outcomes

The DOE demonstration project has targeted outreach to homeless youth ages 14 to 20 and heads of households of the same age (teen parents). The project expects to provide recruitment and orientation for 80 homeless youth; assessment, eligibility determination, and enrollment for 60 homeless youth; development of an individual self-sufficiency plan for 60 homeless youth; direct and after-skills training placement for 36 homeless youth; and 30-CWD retention on the job for 30 homeless youth.

Evaluation Design

Evaluation activities for DOE's demonstration project are conducted by full-time staff researchers in DOE's Office of Policy and Review under the direction of Assistant Commissioner Carmenza Gallo. The participants in the McKinney project might be paired for study with youth of similar demographics in DOE's JTPA youth program. Evaluators plan to collect data base information not only on the program outcomes but also on each participant's individual service design, barriers to employment, reasons for homelessness, supportive services needed, and outcomes of each, plus detailed tracking through the service menu.

City of New York, Human Resources Administration
Shelter Transitional Employment Program (STEP)
Office of Policy and Program Development
250 Church Street, Room 1233
New York, NY 10013
(212) 553-5942

Project Director:	Ruth Reinecke
Contact Person:	Richard Matthews
Project Environment:	Urban
Target Population:	Homeless men and women
Program Approach:	Case management
Services Provided:	Outreach, screening, and assessment; graduated work experience; linkages with training, education, and job placement services; employability workshops; group counseling

Project Description

The City of New York Human Resources Administration (HRA) has developed a comprehensive program, the Shelter Transitional Employment Project (STEP), that presents the opportunity for individuals who would have been rejected by or unsuccessful in current employment programs to obtain the skills necessary to become self-sufficient. STEP also will assist four shelter employment services, including three contracted by the New York City Department of Employment, to meet their job placement and job retention goals. Under the New York City shelter segmentation plan, participants will enter the shelter system at two assessment shelters, where preliminary screening by HRA social workers will be undertaken to distinguish potentially employable participants from those who are not. Participants without obvious barriers will be referred to onsite STEP staff for more intensive evaluation. STEP outreach workers, along with HRA vocational counselors and an educational evaluator from the New York City Board of Education, will work with these participants for a total of 20 hours in various activities. The outreach supervisor will be responsible for supervision of the two outreach sites, Bedford Atlantic Men's Shelter and Brooklyn Women's Shelter.

Population Served and Expected Outcomes

HRA expects that 400 participants will be screened at assessment shelters and enrolled in STEP, where they will receive job readiness training, graduated work experience, and intensive case management; 200 STEP participants will be linked to shelter and community supportive services (alcohol, other drug, and mental health); 75 STEP participants will be enrolled in remedial education, literacy programs, or vocational training; 300 STEP participants will be accepted and enrolled in shelter employment programs; 150 STEP participants will obtain employment; 90 STEP participants will retain jobs for at least 13 weeks; and 55 STEP participants will be placed in housing within the community.

Evaluation Design

As part of the national evaluation effort, information will be obtained on the number of homeless individuals served, the number of homeless placed in jobs, the average length of training time, the average training cost, and the average 13-week retention rate of placements of homeless individuals after training. A project evaluator, funded by the grant, will be responsible for developing evaluation instruments, analyzing data, and preparing quarterly and final reports. A management information specialist will be responsible for monitoring and tracking program activity through data collection and statistical reports.

Fountain House, Inc.
425 West 47th Street
New York, NY 10036
(212) 582-0340

Project Director:	Tom Malamud
Contact Person:	Sara Asmussen
Project Environment:	Urban
Target Population:	Mentally ill individuals 16 years and older
Program Approach:	Case management
Services Provided:	Outreach; case management; prevocational work experience; enclave employment; transitional employment; assisted competitive employment; education; housing; supportive services

Project Description

Fountain House, a nonprofit psychiatric rehabilitation center, integrates the mentally ill back into the community. It is a prevocational clubhouse for mentally ill patients, who are offered the opportunity to become "members" of a club that needs and values them. One of the most important features of the clubhouse is that it is run by members and a professional staff working together. Fountain House will add outreach staff to the existing program to make visits to shelters and the streets to establish communication with the high-risk, homeless mentally ill. Once they are connected with Fountain House, extensive case management will be supplied, housing procured, and employment opportunities provided. The employment system will consist of enclave employment for the more severely disabled, transitional employment for those who need to develop work behaviors, and assisted competitive employment for those who are ready for independent employment.

Population Served and Expected Outcomes

Individuals will meet the basic criteria for membership in Fountain House if they are older than 16 years and have a diagnosis of chronicity and psychosis or a history of psychiatric disability. They should not have a problem with alcohol or other drug abuse or a history of nonpsychotic violent behavior. Of the possible 100 homeless individuals receiving outreach services, at least 30 will join Fountain House; 50 percent of them will be employed. The project also will serve 100 homeless individuals referred from a source other than the outreach staff and another 50 existing members living in Fountain House residences.

Evaluation Design

A measure of overall community adjustment will be used to assess the effectiveness of the project's outreach efforts. A semilongitudinal design will be used to measure the effectiveness of rehabilitation for each of the three groups active in Fountain House. This design will allow the progress of someone just starting the program to be compared with someone who has been in the program for years. Data will be collected on demographic characteristics, job status, training, and wages earned.

Wake County Job Training Office
P.O. Box 550
Raleigh, NC 27602
(919) 856-6055

Project Director:	Charles T. Trent
Contact Person:	Jennifer L. Wheeler
Project Environment:	Urban
Target Population:	Homeless men and women older than age 14
Program Approach:	Case management
Services Provided:	Outreach and recruitment; intake; in-depth counseling; preemployment assistance; job placement

Project Description

The primary goal of the Wake County Job Training Office (Wake County) in general, and for homeless persons in particular, is to establish programs to prepare persons to obtain and retain permanent, unsubsidized employment. This project will be striving for an employment-oriented outcome, recognizing that many interim steps may be needed along the way so that some of the homeless of Wake County will obtain and retain employment. This will be accomplished through a comprehensive approach under the auspices of Wake County. The job training specialists (counselors) are the key providers within the program's case management methodology. Emphasis will be placed on structuring counselors' work hours in a nontraditional manner to ensure contact with the homeless in the evening hours. Counselors will work with their participants not only to make job referrals and job placements but also to transport the participants to appropriate agencies in order to ensure that their individual problems are addressed. These advocates will follow the participant from intake through at least 13 weeks of job retention.

Population Served and Expected Outcomes

The Wake County Jobs for the Homeless Program, which serves homeless individuals 21 and older, hopes to achieve the following goals: (1) incorporating Wake County into the existing network of services for the homeless; (2) coordination among social services agencies, community organizations, and the private sector; (3) attainment of specific, measurable placement of participants into employment; and (4) collection and evaluation of data to be used in development of a national policy on job training for the homeless. Two-year placement objectives include case management of 225 homeless participants resulting in job placement for at least 120; 13-week job retention by at least 58 persons; and contact and appropriate referral services to an additional 100 homeless persons.

Evaluation Design

The Wake County Jobs for the Homeless Program evaluation will include information based on the following data: A Closeout Summary is administered by counselors upon an individual's completing 13-week retention and includes employment-related information; referrals to other agencies and the specific service need(s) are incorporated in the closeout as a separate list; and extensive data are collected on individuals through the use of the Applicant Profile (identification data) and the Employability Development Plan (a more detailed synopsis of education and employment history).

Friends of the Homeless, Inc.
924 East Main Street
Columbus, OH 43205
(614) 253-2770

Project Director:	Barbara Poppe
Contact Person:	Barbara Poppe
Project Environment:	Urban
Target Population:	Homeless men and women (50 percent minorities)
Program Approach:	Case management
Services Provided:	Outreach/assessment; chemical dependency assistance; social service support; linkage to health and mental health services; literacy enhancement; trade and job readiness skills

Project Description

Friends of the Homeless, Inc. (Friends) is a private, nonprofit social service agency incorporated by the State of Ohio that provides services to men and women who are over 18 years old and homeless. Friends currently provides emergency shelter, housing, and supportive services to about 120 persons daily. Services that are provided internally are job training and related assistance, job placement assistance (including transportation), transitional housing, alcohol and other drug abuse counseling, literacy enhancement, and case management services. The posed project will build on this comprehensive service model to offer training and placement in permanent jobs leading to stable living arrangements. All trainees will be assigned a case manager. The job skills training will consist of 60 hours of classroom training and 340 hours of OJT skills training. The job placement specialist will be responsible for developing job opportunities by working with contractors, employment services, the Ohio Bureau of Vocational Rehabilitation, and the Ohio Bureau of Employment Services. At completion of training, graduates will receive placement assistance. Participants will be placed in jobs paying at least $5 an hour for at least 32 hours per week. Friends will provide a second placement if necessary.

Population Served and Expected Outcomes

Friends will recruit 90 homeless persons for the training programs with special efforts to include 10 percent women, 50 percent minorities, and 10 percent persons in need of supported employment. Friends will train 60 homeless persons for jobs in construction and home remodeling and 30 homeless persons in job readiness skills.

Evaluation Design

Friends will collaborate with Dr. Beverly G. Toomey of the College of Social Work at the Ohio State University to develop and test the training model and to provide the evaluation of this project. To meet data requirements for the national evaluation, a project staff member will enter demographics, screening assessments, daily attendance records, test scores, completions, and dropouts on an IBM microcomputer. Case managers will maintain contact with trainees throughout the training program and for 13 weeks after completion to document average job retention. Dr. Toomey will analyze the data and report as directed on numbers served and placed, the average length of training, average cost, and average retention. The process evaluation will describe and monitor the training program. It also will describe the participants recruited, trained, and placed.

HOPE Community Services, Inc.

10 Southeast 45th Street
Oklahoma City, OK 73129
(405) 634-4400

Project Director: Cathy Frost

Contact Person: Connie Faerber

Project Environment: Urban

Target Population: Chronically mentally ill homeless individuals

Program Approach: Case management

Services Provided: Case management; mental and physical health screening; mental health services; vocational assessment; shower and laundry facilities; personal grooming needs; food; clothing, including uniforms; transportation services; personal loans for deposits on apartments and utilities and automobile expenses such as repairs and insurance; vocational preparation, including work adjustment training, occupational skills training, and job-seeking skills; job development and placement; postemployment followup services

Project Description

HOPE Community Services, Inc., is a private, nonprofit agency that provides comprehensive community mental health services to homeless individuals. HOPE offers a full range of mental health services including: case management, outpatient therapy, 24-hour crisis intervention, and a psychosocial day program. In addition, HOPE has established a Vocational Resource Center that includes traditional and nontraditional methods of vocational preparation. Services are provided in a semiresidential setting, outside of the mental health center. A residential setting was selected because of the unique needs of the participants. HOPE has a cooperative agreement with the Department of Vocational Rehabilitation (VR), and a VR counselor has been assigned to the Vocational Resource Center. HOPE also has a contract with the Private Industry Council's Job Training Partnership Act program to provide job search activities.

Population Served and Expected Outcomes

HOPE serves chronically mentally ill homeless individuals in Oklahoma City. The project goal is to place 50 individuals in full-time employment, with an average hourly wage of four dollars per hour. Of the 50 persons placed, 60 percent will maintain employment for 13 weeks. HOPE also will place 15 individuals in part-time on-the-job training positions. The employment project will assist 20 individuals in obtaining permanent housing and provide vocational assessment, job preparation, job development, and placement services to 100 individuals.

Evaluation Design

In addition to DOL evaluation, HOPE also will address the following research questions: Has the service model resulted in lasting employment? Has the project assisted with successful residential placement? What barriers continue to exist in the community to prevent employment and residential placement? Which support elements are most useful for the homeless mentally ill to achieve employment? Baseline data will be collected on participant employment status, participant functioning, service and program designs, and costs. In addition, the program will examine verifiable participant changes, economic benefits, and level of functioning of individual participants before and following participation.

Southern Willamette Private Industry Council
1025 Willamette Street, Suite 300
Eugene, OR 97401
(503) 687-3801

Project Director:	Laurie Swanson
Contact Person:	Laura Del Collins
Project Environment:	Urban/suburban
Target Population:	Homeless juvenile offenders, adult offenders, non-English-speaking individuals
Program Approach:	Case management
Services Provided:	Outreach/intake; referral; screening and assessment; employment training and counseling; transitional housing; supportive services; basic education and ESL classes

Project Description

Within the ranks of the homeless population in Lane County, are three populations with distinct needs: adult offenders, juvenile offenders, and non-English-speaking individuals. The Southern Willamette Private Industry Council (SWPIC) and its contractors hope to demonstrate that viable job training solutions to homelessness can be found if projects target specific population groups and address issues common to each group through well-coordinated efforts.

Population Served and Expected Outcomes

SWPIC and its affiliates propose an innovative approach to delivering job training services to homeless adult and juvenile offenders and non-English-speaking individuals. Unsubsidized, permanent employment for the three target populations is the primary goal of the project. SWPIC anticipates that 65 percent of those enrolled will complete the program and 70 percent of the graduates will retain employment for at least 13 weeks.

Evaluation Design

Evaluation data will be gathered on each individual target population by SWPIC staff, and computerized statistical reports will be generated regularly for analysis. The organization believes that conducting evaluations by target group will reveal trends within population groups that will help in designing even more effective programs in the future.

Mayor's Office of Community Services
City of Philadelphia, PA
101 North Broad Street, Third Floor
Philadelphia, PA 19107
(215) 686-9022

Project Director:	Sultan Ahmad
Contact Person:	Donna Cooper
Project Environment:	Urban
Target Population:	Single homeless males
Program Approach:	Case management
Services Provided:	Outreach/intake; assessment of psychosocial status; life/career goal planning and counseling; computer-assisted academic enhancement, including GED/job-related academics and employability/life skills training

Project Description

The Homeless Single Male Employment Initiative will rely on the use of computer-assisted, participant-centered, and self-paced instruction for homeless men in Philadelphia that, when coupled with case management, should demonstrate promising results. The use of a flexible self-paced training model, combined with the potential for work experience while in training, provides the participant with the opportunity to realize his personal growth in a less stressful environment.

Population Served and Expected Outcomes

The program proposes to recruit and to assess for admission 300 single male homeless applicants, which should provide the program with 120 enrolled participants. Seventy-five will complete the assessment and training phases of the program, and 40 will obtain employment. The final goal is to have 35 participants maintain employment for at least 13 weeks.

Evaluation Design

The evaluation will be conducted to determine the effectiveness of the local demonstration project. The effectiveness of the project will not be based solely on the number of participants who reach the employment and training measures. Other critical program aspects, such as effectiveness of case management services, impact of depression/nutritional counseling, and the adequacy of training provided, also will evaluated. A comparison group of single homeless males will be maintained by the city's Office of Services for the Homeless and Adults. This control group will provide the database by which the evaluation team will judge the effectiveness of the program.

Southeast Tennessee Private Industry Council
126 East 10th Street
Chattanooga, TN 37402

Project Director:	Wanza Lee
Contact Person:	Wanza Lee
Project Environment:	Urban
Target Population:	Homeless men and women
Program Approach:	Case management
Services Provided:	Coordination and outreach; remedial education and basic skills instruction; preemployment assistance; job placement and retention; followup and supportive services; housing assistance

Project Description

The Southeast Tennessee Private Industry Council (SETPIC) is joined in this demonstration project by the Community Kitchen, Chattanooga's only day shelter. The shelter provides comprehensive services to the homeless, including primary health and mental health care, food, clothing, and bath facilities. The SETPIC project will provide the following services at the Kitchen's permanent training facility: coordination and outreach activities, remedial education and basic skills instruction, preemployment assistance, job placement and retention, followup and supportive services; and housing assistance. Case managers will implement employability skill classes and job counseling, maintain daily contact with participants, and arrange for assistance with supportive services.

Population Served and Expected Outcomes

Although the proposed demonstration will target provision of services to homeless adults, planned activities will be appropriate and made available to all subgroups within the homeless population. SETPIC has established the following standards by which its performance will be measured during the first year: 130 homeless persons served, 55 persons placed in jobs, 40 persons retained in jobs for 13 weeks, an average length of training of 25 to 50 hours, an average training cost of $2,682, an average cost per placement of $6,339, and an average retention rate of 60 percent.

Evaluation Design

SETPIC, in its model, endeavors to pursue a short-term, state-of-the-art approach to job placement. Survey instruments and needs assessments will be designed in a manner consistent with the model. Tracking of participants will denote comprehensive contact time and results. The project coordinator will be responsible for overall data collection and analysis. The analysis will focus on service needs of the homeless, a track of services used from homelessness to employment, evaluation of a multiagency approach to service delivery and recommendations on offsetting unmet needs. Model implementation and model evaluation will be fully documented. Procedures, results, potential problems, recommendations, and project successes will be fully delineated.

Knoxville-Knox County Community Action Committee
Office of Community Service
2247 Western Avenue
Knoxville, TN 37950
(615) 546-3500

Project Director:	Dixie Petrey
Contact Person:	Dixie Petrey
Project Environment:	Urban
Target Population:	Homeless individuals with an emphasis on families and youth
Program Approach:	Case management
Services Provided:	Case management; comprehensive needs assessment, including physical examinations; basic skills testing and an employability evaluation; family supportive services; basic skills and GED preparation; job training, including classroom training; OJT; skills training and tuition arrangements; day care; housing, including rental assistance and home ownership programs; transportation; health and nutrition services, including eye care and dental needs; job placement; followup services

Project Description

The Knoxville-Knox County Community Action Committee (CAC) is a public agency created by a joint resolution between the city and county governments. The CAC is governed by an independent board comprising 33 individuals representing local governments and institutions and limited-income neighborhood representatives. The CAC is also the administrative entity for the local JTPA program. The project is implementing an innovative approach to serving individuals that includes integrating family supportive services currently not included in the JTPA program, enrolling eligible participants in JTPA, implementing a participant outreach program, providing transportation, and assistance obtaining housing.

Population Served and Expected Outcomes

The CAC will provide services to any homeless person in Knox County; however, the project emphasizes service to families and youth. The project estimates that it will serve 40 adults and 15 youths; 28 adults and 11 youths will obtain employment with a retention rate of 75 percent. The CAC hopes to place all participants in either transitional or permanent housing situations.

Evaluation Design

In addition to the national evaluation, the project will be evaluated locally. The provision of the integrated family services, including the extent to which participants are placed in transitional and permanent housing, and the case management methodology will be the focal point of the evaluation. A consultant from the University of Tennessee, School of Social Work will assist project staff members in preparing and using data collection instruments needed for the evaluation and also will prepare the final evaluation reports.

Austin/Travis County Private Industry Council
1106 Clayton Lane, Suite 108E
Austin, TX 78723
(512) 458-3313

Project Director: Bill Demestihas

Contact Person: Robert Brandon

Project Environment: Urban

Target Population: Homeless men and women

Program Approach: Case management

Services Provided: Outreach/recruitment/intake; assessment/planning; preemployment training; supportive services; job search; OJT; followup services

Project Description

The Austin/Travis County Private Industry Council (PIC) demonstrates the team case management approach in serving the unemployed homeless. One PIC case manager and three at subcontracting agencies will help participants access and succeed in job training and placement programs, including one funded by the city and county and one for AFDC recipients, who are funded by the state. A case management coordinator at the central PIC office will coordinate their efforts. In addition to job training and employment, the Greater Austin Housing Development Corporation (GAHDCO) will provide housing resources available to the homeless through GAHDCO's grant-supported projects.

Population Served and Expected Outcomes

The team case management system initiated during the first year of operation will be extended and enhanced by (1) continuing to coordinate case management through the central offices of the PIC council, (2) integrating a strong volunteer support component into the program to help solve persistent problems that case managers have encountered in their work with homeless participants, and (3) developing formal partnerships with other agencies in the community to expand capabilities for employment training and housing support for the homeless. Through implementation of the enhanced case management system, PIC expects the number of homeless men, women, and youth served in job training programs will increase and will result in a high number of employment placement and retention rates.

Evaluation Design

PIC has established an independent external evaluation team that will (1) collect and report data on the extent of coordination of resources and job training programs before and after the proposed program enhancements, (2) evaluate the effectiveness of team case management by comparing program performance against preset standards and by analyzing participant characteristics, (3) place emphasis on measuring and tracing the influence of mental health and social supportive services, (4) use available data through the state's MIS to compare outcomes in Austin/Travis County with outcomes in other JTPA source delivery areas in Texas, and (5) participate with project staff in identifying areas where local programs can be improved and determining options for continuing to provide job training activities for the homeless.

City of Alexandria, VA
Office of Employment Training
2525 Mt. Vernon Avenue
Alexandria, VA 22301
(703) 838-0940

Project Director: Dail B. Moore

Contact Person: Dail B. Moore

Project Environment: Urban

Target Population: Homeless single parents

Program Approach: Case management

Services Provided: Assessment of supportive service needs and basic, employability, and vocational skills; life skills/employability enhancement; skills training and remediation; job development; followup support; child care; transportation

Project Description

The City of Alexandria's Specialized Training and Remediation for the Homeless (Project STAR) is based on the hypothesis that basic skills remediation and employability development provided in a case management approach will increase long-term self-sufficiency. Four shelter providers (Alexandria Community Shelter, Christ House, ALIVE, and Carpenter's Shelter) and other organizations that provide services for the homeless are being coordinated under Project STAR. The project consists of five major components: (1) an assessment of support service needs, basic employability, and vocational skills; (2) life skills/employability enhancement; (3) skills training, including computer- assisted remediation; (4) job development; and (5) followup support.

Population Served and Expected Outcomes

Project STAR proposes to identify and serve at least 25 single parents. Twenty of the parents will be adults, and five of the parents will be youths between the ages of 16 and 21. With an average family size of 3, including the single parent, approximately 75 individuals will benefit from the grant. Of the individuals enrolled, 60 percent will be placed in jobs, and 80 percent of the youth enrolled either will be placed in jobs or reenrolled in school. Of those placed in jobs, 75 percent will be employed 13 weeks or longer.

Evaluation Design

The project will use its computerized MIS system to track participant characteristics and progress through the system. This system is also used for JTPA participant tracking. Data for this particular project will be segregated from JTPA data through the use of a separate funding code. This MIS system is capable of creating user-formatted reports that contain detailed participant demographic information.

Telamon Corporation
Heritage Junction Development
6964 Forest Hill Avenue
Richmond, VA 23225
(804) 330-7006

Project Director:	Kevin Boyd
Contact Person:	Jack Sims
Project Environment:	Three urban sites and one rural site
Target Population:	One- and two-parent families and adults
Program Approach:	Case management
Services Provided:	Case management; emergency assistance; adult basic education; GED; preemployment classes; work experience; customized private-sector classroom training; OJT; tryout employment; better employment skills training; job development and placement; supportive services, including shelter and housing assistance, nutritional assistance, day care, and transportation

Project Description

Telamon Corporation has established four job training sites throughout Virginia, placing operations in areas with the highest incidence of homelessness in the state. The Telamon office in Richmond manages the overall administration of the program. Two to three Telamon staff members provide onsite training at each location. Individual shelters provide in-kind services, and Telamon and shelter staff members work together as a team to provide total support to each participant. In addition, the Telamon counselor assists participants with the transition to stable, unsubsidized employment. Training services are being provided in Richmond, Norfolk, Fort Belvoir (located in Northern Virginia near Washington, DC), and Bishop, a rural coal mining and mountainous region that covers a large geographic area.

Population Served and Expected Outcomes

Telamon Corporation serves one- and two-parent families and single adults and estimates that it will serve 300 individuals, not including family members of participants. One hundred and forty participants will be placed in jobs, 75 percent of whom will maintain a 13-week retention rate. Participants who enter training will receive an average of 6 to 8 weeks of training. Supportive services will be received by 975 individuals: 145 will receive day care; 540 will receive transportation services; 190 will receive housing assistance; 16 will receive health-related services; 34 will receive nutrition services; and 50 participants will receive emergency cash assistance.

Evaluation Design

Through the use of the Telamon Corporation's computerized tracking system and monthly reports generated by their Management Information System, the organization is conducting an ongoing program evaluation. Telamon also plans to conduct an outcome evaluation that will address the following issues: comparative data related to family affiliation (i.e., having children and/or spouse); logistical considerations related to the availability of transportation to work sites; health records of participants and the degree to which medical/health factors contribute to lack of full participation in training; and prior transience of participants with examination of frequency of address change compared with frequency of job change and/or unemployment. To supplement the external outcome evaluation, Telamon also will conduct a process evaluation that will examine participant recruiting processes, training activities, job placement and location activities, placement activities, and followup and maintenance activities.

Snohomish County Private Industry Council

917 134th Street, S.W., A-10
Everett, WA 98204
(206) 743-9669

Project Director: Kathy DiJulio

Contact Person: David Prince

Project Environment: Urban, suburban, and rural communities in Snohomish County

Target Population: One-parent and two-parent families and single men

Program Approach: Case management

Services Provided: Case management; educational and vocational assessment; preemployment job search workshops; JTPA training; electronic manufacturing assembler training course; PIC on-the-job training; subsidized work experience; individualized classroom training; basic skills/remedial education; life supportive services such as mental health counseling; alcohol and other drug abuse assistance; day care; legal assistance; transportation; transitional and permanent housing, including rental assistance and Section 8 housing

Project Description

The Private Industry Council (PIC) of Snohomish County, in joint venture with Housing Hope, Inc., and PIC's subcontractor, Community Trades and Careers, is applying a dual track approach to reintegrating homeless families and individuals into the community. Because it is difficult to find and retain employment without an address, a strong housing component will operate parallel to the training and employment component. Housing Hope and other participating shelters will assist participants in obtaining transitional and/or permanent housing. Rental assistance also will be provided, and the County Housing Authority has dedicated 20 Section 8 Housing Certificates. In addition to JTPA training, participants also may attend PIC-sponsored electronic manufacturing assembler training or PIC-subsidized work experience.

Population Served and Expected Outcome

The PIC proposes to serve a minimum of 35 individuals comprising two-parent families with children, single females with children, and single males. Twenty-six of the participants will complete an average of 8 weeks of training, and 26 will be placed in jobs with an average wage of $5.25 per hour. Seventeen of the participants will retain a minimum of 13 weeks of employment, and 26 will be placed in transitional or permanent housing. Of the 26 participants placed in housing, a minimum of 21 will be placed in permanent housing.

Evaluation Design

In addition to the national evaluation, PIC will conduct an independent evaluation that will test the hypothesis that many of the homeless in the county with family ties may be long-term dislocated worker families or children or grandchildren raised in families where the head of household was dislocated and family members have yet to adjust to the dynamic structural changes in our economy. The PIC will administer a questionnaire designed by the county Homeless Task Force, and the evaluation of the data will be reviewed by BGTC, a local research firm under contract with PIC.

Seattle Indian Center
611 Twelfth Avenue South, Suite 300
Seattle, WA 98144
(206) 329-8700

Project Director:	Eric R. Steiner
Contact Person:	Victorine L. Joyner
Project Environment:	Urban
Target Population:	Single males and females, single women with children, non-Indians, and Indians
Program Approach:	Case management
Services Provided:	Recruitment/intake; shelter, supportive services, and health care; monitoring/counseling; remedial/GED education; Leschi life skills training; employment readiness training; job search assistance, placement, and followup

Project Description

The Seattle Indian Center (SIC), a multifaceted social service agency, has successfully implemented numerous remedial/GED education and employment training projects. For this particular project, SIC will implement a flexible four-phase program of (1) recruitment and enrollment; (2) in-house and outside education, including remedial/GED instruction, Leschi life skills training, vocational skills training, and employment readiness/retention training; (3) structured job search; and (4) job placement and followup. Although education and training often will precede job search and placement, sometimes job search and placement will precede education and training, meeting the participant's immediate need for income and shelter before focusing on education and training toward the participant's long-term employment goals. To creatively and flexibly maximize the resources available to participants, participants frequently will be referred to outside agencies for additional education and job search assistance, as well as receiving the in-house services of the SIC. Participant progress with outside agencies will be monitored.

Population Served and Expected Outcomes

The SIC will serve a mix of homeless individuals consisting of single males and females, single women with children, youths, Indians, and non-Indians. Emphasis will be on individuals without their GED or requiring remedial education prior to entering vocational training. SIC anticipates the enrollment of 40 individuals, 75 percent (30) of whom will receive remedial and/or vocational training. Of those receiving remedial and/or vocational training, 60 percent (18) are anticipated to complete 13 or more weeks of employment.

Evaluation Design

The evaluation component of this program will take place at four levels, (1) participant progress, (2) numerical objectives (i.e., the number of participants who obtained expected outcomes), (3) employment performance, and (4) training program effects on participants.

Seattle-King County Private Industry Council
2001 Western Avenue
Market Place One, Suite 250
Seattle, WA 98121
(206) 684-7390

Project Director:	Alfred Starr
Contact Person:	Renee Fellinger
Project Environment:	Urban
Target Population:	Homeless individuals, with an emphasis on minorities and families
Program Approach:	Case management
Services Provided:	Case management, orientation, and preemployment workshops; assessment; functional training strategies; placement and retention services; supportive services

Project Description

The Seattle-King County Homeless Initiatives Pilot (HIP) project represents a collaboration among community organizations, the private sector, and local government agencies that will demonstrate an efficient and comprehensive long-term strategy aimed at reducing the number of individuals affected by homelessness. An underlying theme in the development of this approach is understanding that assessment and referral for the homeless must be provided onsite at the emergency shelters and drop-in centers. The HIP project will provide a structured system of preemployment and supportive services using a core service management team under the supervision of the YWCA of Seattle-King County. Components of the project include an intensive combination of short-term employment and supportive services for job-ready participants so that they can achieve rapid transition to employment, unsubsidized work experience opportunities through the Seattle Conservation Corps, and small group, targeted skill training for participants.

Population Served and Expected Outcomes

The HIP project will target homeless minorities and families; however, all homeless individuals may access the system. They expect to provide 500 homeless individuals with preemployment and supportive services, enroll 290 individuals in employment and training programs, provide basic living skills training for 360 individuals, and place 100 individuals in subsidized work experience positions of as much as 6 months in length. The HIP project also expects to achieve an average 13-week postplacement retention rate of 77 percent. Adult Basic Education and English as a second language will be offered concurrently with other training activities based on the needs of participants (an estimated 60 individuals).

Evaluation Design

To meet information requirements at the national and local levels, the PIC will structure its evaluation to assess and describe the extent to which the HIP project has met its specific outcome objectives (e.g., service levels, placement rates, retention rates) and its process objectives (e.g., success of implementation strategy). Activities to be examined include recruitment, assessment, assignment to training and/or work experience, counseling and supportive services, housing assistance, job placement, and job retention.

APPENDIX E:

SYNOPSES OF JTHDP PHASE II PROJECTS

Pima County Jackson Employment Center, Inc.
300 East 26th Street
Tucson, AZ 85713
(602) 882-5500

Project Director:	Paul Sullivan
Contact Person:	Paul Sullivan, Program Coordinator Terry Garza, Employment and Training Director
Project Environment:	Pima County, which includes both rural and urban areas
Target Population:	All homeless men and women, although prior treatment is required for the mentally ill and the chemically dependent
Program Approach:	Highly structured yet flexible approach that blends case management and job development into a "holistic" service strategy and which relies on a behavior modification model of positive and negative consequences.
Services Provided:	Case management; provision of shelter to all clients; academic and vocational assessments; employability skills training; employment counseling; job development; self-esteem building; supportive services such as hygiene items, food, clothing, tools, bus passes, uniforms, and day care; referrals for counseling, medical services, psychiatric evaluations, eye exams, and dental services; extended training including GED, immersion academic remediation, ESL, vocational skills training, OJT, and supported employment; and aftercare services for all clients in extended training and who have secured employment.

Project Description

Applying an intensive case management approach, all clients meet at intake with a case manager for initial assessment. They jointly develop an Individual Service Strategy (ISS). As the first step to program participation and continuing throughout program participation, all clients are provided shelter. JEC assists clients in obtaining employment documentation, food stamps, counseling, and medical and numerous other supportive services. Intensive academic and vocational assessments are administered to clients. They are then placed in 75 hours of employability skills and job readiness training. Following this phase, clients enter job search. Job search is an extremely structured program requiring clients to be at JEC or at interviews between the hours of 8:30 am and 4:30 pm Monday through Friday. Clients must utilize "cold calling" techniques to secure a minimum of three job leads each day. All activities are monitored, documented and verified daily. Problems that surface are addressed by job development and case management staff working as a team. Clients who fail to comply with JEC policies are warned, counseled, and if there is no improvement, terminated from the program and shelter. Opportunities for extended training services such as OJT, basic literacy and vocational skills training are offered to those clients evidencing need and motivation. Services continue after employment through case management provided by an aftercare team. Aftercare services may include providing an alarm clock, counseling, assistance in obtaining or upgrading housing, or guidance in learning positive work habits.

Housing Intervention

Shelter is the framework upon which every aspect of JEC's employment program is based. All clients are housed as the first step of program participation and continue to be housed throughout program participation. The only requirement for continued housing is compliance with shelter and program policies. Shelter is used as an inducement to entice behavioral change and active participation in job search and counseling. Clients who make the greatest effort are given priority for placement in choice units. Conversely housing is downgraded for inappropriate behavior. JEC has secured a variety of pre-contracted locations throughout Tucson to serve as shelter resources. Virtually every year-round shelter bed and housing unit that exists in Pima County is available for use, and the majority give priority to JEC clients. JEC uses a variety of shelter types depending upon client need and status. JEC has arranged for clients enrolled in extended training to be housed in transitional housing sites without the co-payment requirement. In transitional housing clients are required to remain employed or in training or face eviction. They are required to spend 25 percent of their income on rent and put an additional 25 percent in a savings account. When clients have saved enough for rent and security deposits, they are assisted in securing independent housing. The savings plan and life skills curricula offered by transitional housing providers effectively supports the move to permanent housing.

Population Served and Expected Outcomes

JEC serves all homeless men and women within Pima County. JEC will enroll 314 homeless individuals and provide them with an ISS, in-depth assessments, case management, employability skills and job readiness training; place 68% in unsubsidized employment at an average hourly wage of $5.00; increase retention to 83% at 21 days, 63% at 60 days, and 51% at 90 days; provide aftercare to all eligible clients; place 40 clients in OJT, 10 in vocational skills training, and 10 in academic remediation; shelter all clients; refer 126 clients to public housing and 124 to transitional housing; and assist 100 clients to obtain permanent unsubsidized housing.

Evaluation Design

JEC participates in the Pima County Community Services Department JTPA client-tracking system and reports demographic information, housing status, enrollment, completion, termination, placement, training, and retention data to the Department. The tracking system compares planned performance measures to actual outcomes and provides monthly and quarterly reports. Other documents have been developed to accommodate the requirements of JTHDP evaluation. The Individual Service Strategy (ISS) is a series of internal working documents that generate client data compatible with ETA requirements. Data from the ISS and other sources are entered into a statistical software package for tabulation and analysis.

San Diego Consortium & Private Industry Council
1551 Fourth Avenue, Suite 600
San Diego, CA 92101
(619) 238-1445

Project Director:	Margaret Gilbert
Contact Person:	Carson Berglund
Project Environment:	Urban
Target Population	Men and women
Program Approach:	Case management
Services Provided:	Case management; basic life support such as housing, food, clothing, and health services; special needs assistance including substance abuse and mental health counseling; pre-employment orientation; supported work; job preparation workshop; job search assistance; work experience skills training; job development.

Project Description

This program effort is by a consortium comprised of the San Diego Consortium & Private Industry Council (Consortium), Episcopal Community Services (ECS), St. Vincent de Paul's Joan Kroc Center (SVdP), and the Vista Hill Foundation. A project advisory committee of business and social providers meets monthly to assist the project in coordinating the network of social service providers and in the evaluation of the project. Participants may enroll in either ECS Downtown Work Center or St. Vincent de Paul's work experience program. Those participants deemed stable and in need of more formal vocational training are placed into Consortium-administered Job Training Partnership Act (JTPA) program, vocational rehabilitation, and/or other existing community programs.

Housing Intervention

Two of the San Diego partners, SVdP and ECS, house the majority of clients directly through their own programs. Besides the Palm Hotel, clients have priority admittance to two other ECS Transitional Housing Programs (THP), one housing 14 single men and the other five homeless single women and 10 children, both for up to 18 months. The entire third floor of the SVdP's Joan Kroc Center is a HUD-funded 29-room Transitional Housing Demonstration program. Additionally, a grant from the San Diego Housing Commission allows SVdP to set aside 12 more units (up to 45 clients) on the second floor exclusively for our program's clients. Other local transitional housing programs available to clients include YWCA's Women in Transition program, which provides 14 long-term beds, the Interfaith Shelter Network, and Catholic Charities' House of Rachel, which houses homeless women who are victims of spousal abuse. SVdP recently received a separate HUD transitional housing grant to convert the 150-bed Bishop Maher Center (overnight shelter) into a case-managed transitional housing program for homeless men. In spring 1992, SVdP is scheduled to open Teen Quest, a 31-unit transitional living center for runaway teens funded through a demonstration grant.

Population Served and Expected Outcomes

The Consortium assists homeless individuals in the city of San Diego. It is estimated that 627 individuals will be assessed; 45 percent will enter a supported work or training program; and 30 percent will obtain employment and make the transition from a shelter environment to low-cost housing. The Consortium expects that approximately 65 percent of the participants will retain employment for a minimum of 13 weeks.

Evaluation Design

The Consortium will conduct an ongoing project evaluation including quantitative and qualitative analysis of population and program characteristics. Variables for each client that will be used in the analysis fall into four categories: services received, employment results, history and demographics, and participant feedback. The data collected in each of these categories will be entered into the Consortium's computer system for tabulation, analysis, and report generation. This system is connected to the local JTPA data processing center.

Center for Independent Living
Jobs for Homeless Consortium
2807 Telegraph Road
Berkeley, CA 94705
(510) 486-0177

Project Director:	Michael Daniels
Contact Person:	Michael Daniels
Project Environment:	Urban
Target Population	Homeless men and women; chief subgroup -- disabled homeless persons
Program Approach:	Case management
Services Provided:	Intake and assessment; job counseling and readiness workshops; job training (both classroom and on-the-job training), education and job search; drug/alcohol counseling and referral; disability peer counseling; support services.

Project Description

The Jobs for Homeless Consortium (JFHC) consists of the Center for Independent Living (CIL), Berkeley Oakland Support Services (BOSS), the Oakland Private Industry Council (PIC), and an extensive support network. The Consortium approach provides homeless individuals with the entire range of services they require to stabilize their basic needs and to begin their job search. Integration of services provides a variety and concentration of resources and maximizes the numbers and types of the unemployed homeless that can be served. The Consortium uses a case management approach to provide a combination of services, including (1) job counseling and readiness workshops, job training/education, and job search; (2) identification of drug and alcohol problems and program referral; (3) disability peer counseling; and (4) ongoing support in obtaining the basic needs of living, including shelter, transportation, clothing, and food.

Housing Intervention

JFHC will target and/or reserve emergency beds, transitional housing units, hotel/motel vouchers, first/last month's rent and security deposits, loan guarantee programs, SRO units, and Section 8 certificates. These resources will be case-managed by a JFHC Client Assistance/Housing Specialist working with case managers in JFHC's parent agencies and in external agencies. JFHC will continue PIC's successes with providing housing subsidies to clients in CRT and in post-CRT employment.

Population Served and Expected Outcomes

The JFHC expects that 1,000 homeless will be informed of the program through outreach and available literature. Of that number, 800 will be assessed for participation in JFHC activities. About 63 percent will attend comprehensive workshops and/or counseling and support sessions, and 44 percent will learn job search techniques, develop resumes, and be placed in unsubsidized employment with an average wage of $6.50 an hour. Nineteen percent will be gainfully employed after 13 weeks.

Evaluation Design

The model to be evaluated can be described in terms of three components: an information system, a service delivery system, and a job development linkage system. The management information system will be identified and evaluated. The validity and reliability of the model service delivery system can be evaluated by analyzing program service usage, program outcomes, and by interviewing participants. The merit of the model job development linkage system will be evaluated in terms of the number of people placed and retained in jobs.

Employment and Training Opportunities for the Homeless

Department of Employment, Education and Grants Administration
29 Leavenworth Street
Waterbury, CT 06702
(203) 574-6971

Project Director:	Michael Cooper
Contact Person:	Sister Marie Burke
Project Environment:	Urban
Target Population	Homeless individuals (over 18), families with children, victims of abuse
Program Approach:	Case management
Services Provided:	Coordination of outreach and services among providers; assessment of health, psychosocial, educational, and employment status; development of individual employment and housing plans; monitoring participant progress.

Project Description

The City of Waterbury Department of Employment, Education and Grants Administration (DEEGA), will use a case management approach to provide employment and training services for the homeless. A four-member case management team composed of a project director, a housing/outreach coordinator, an education coordinator, and program assistant will facilitate the referral process for the program and maximize the resources available to the homeless. The aggregate team activities include (1) coordination among service providers; (2) comprehensive assessment of the client's health, psychosocial, educational, and career/development status; (3) development of an Individual Employment Development Plan (IEDP); and (4) monitoring participant progress through training and placement. The proposed project is a collaborative effort among DEEGA, the Saint Vincent DePaul Society, the Salvation Army, the Women's Emergency Shelter, the Morris Foundation, Help Inc., CT Renaissance, and many other public and private non-profit agencies.

Housing Intervention

Clients, in most cases, are referred to the housing coordinator once employment stability is demonstrated, usually 90 days. Clients are then referred to local realtors and landlords. Once a client has chosen an apartment, the housing coordinator inspects it and submits to the landlord a list of any obvious defects. A security deposit is offered to clients upon a positive inspection and a review of their financial budget.

Population Served and Expected Outcomes

Employment and training services provided by the City of Waterbury demonstration project will be available to all homeless individuals age 18 or older. The project will provide outreach to at least 3,000 individuals, assessment for 300 individuals, life skills and pre-employment training for 250 individuals, and placement in unsubsidized employment for 150 individuals, 60 percent of whom will retain employment for 90 days or more.

Evaluation Design

A comprehensive and ongoing program evaluation will be the responsibility of the project director and an independent evaluator. Baseline data collection will be the immediate priority of the evaluation component, provided through efforts of the project director, the three shelters, three halfway houses, and the comprehensive array of social service providers. The local and national evaluation will include information on (1) the number of homeless individuals served; (2) the number of homeless individuals placed in jobs; (3) the average length of training time under the project; (4) the average training costs per participant; (5) the average retention rate; and (6) the number placed in transitional/permanent housing.

Job Success: Comprehensive, Shelter-Based Employment Services

Jobs for Homeless People, Inc.
1400 Q Street, NW
Washington, DC 20009
(202) 797-0550

Project Director:	Stephen Cleghorn
Contact Person:	Stephen Cleghorn
Project Environment:	Urban
Target Population	Homeless men and women
Program Approach:	Case management, job search training, cook training
Services Provided:	Coordination and outreach; assessment and planning; pre-employment skills and education; on-the-job, classroom and job search training; cook training; job placement; and post-job placement support.

Project Description

Jobs for Homeless People, Inc. (JHP) provides employment services to homeless men and women in the Washington, D.C. area. Formally incorporated in August, 1988, and starting out as an all-volunteer effort, JHP is presently governed by a 15-member board of directors and operated by a staff of 12, including the director, six case managers, a volunteer coordinator, a chef trainer and three support staff. The board of directors includes advocates, legal and business professionals, researchers and practitioners of employment programs, a former client, and representatives of other organizations serving the homeless. Services now being provided include outreach to shelters, a basic orientation workshop, self-assessment and employability planning, a job search classroom training course, cook training in the kitchen of the Federal City Shelter, case management for self-directed job search, direct assistance during the job search, supported work opportunities, job development, pre- and post-employment mentoring, and housing assistance.

Housing Intervention

JHP expects to assist at least 30 clients with first month costs of moving from the shelter to permanent housing. The assistance will take the form of a loan to pay security and utility deposits, and will shorten the time clients stay in shelters. To the extent that loans are repaid, additional assistance will be available to other clients. Another 50 clients will be helped in finding housing through JHP's contacts and relationships with private landlords and nonprofit SRO providers. Some landlords are willing to waive security deposits or allow shared rentals, for example. Several clients are benefitting from placement in supportive housing such as Oxford Homes or the Lazarus House SRO for people in recovery. In addition to the case management approach for locating housing, JHP is working to acquire (via lease or ownership) properties which are suitable for permanent housing for its clients. JHP is also applying for HUD subsidies where they are available, such as the new Shelter Plus Care program and advocating City housing subsidies through its involvement with the Mayor's Homeless Task Force.

Population Served and Expected Outcomes

JHP is in its second year with professional staff, and based upon its first year's performance the goals for the current year have doubled. With outreach to over 1,100 homeless persons in the 1991-92 year, JHP expects to intake 400 men and women, of whom 75 percent will enter case management and 38 percent will be placed in jobs. With JHP's new District-funded programs, over 100 clients will benefit from JHP training programs in job search and cooking skills. At least 24 clients will receive OJT assistance, and 80 will upgrade their housing with JHP's case management and direct assistance programs. The goal for job retention at 13 weeks is 80 clients (or 53 percent), and at least 100 clients will benefit from post-employment mentoring.

Evaluation Design

The project evaluation will be conducted by volunteer, trained policy researchers. This component will accomplish several purposes, including documentation of the characteristics of program participants, services, operations and outcomes, as well as examination of the program context and evaluation of the program's replicability.

Homeless-Employment and Related Training (HEART) Program

Home Builders Institute
Philip Polovchak, President
1090 Vermont Avenue, NW, Suite 600
Washington, DC 20005
(202) 371-0600

Project Director: Dennis Torbett

Contact Person: See list next page

Project Environment: Urban

Target Population Single adults and members of homeless families

Program Approach: Construction trades training and case management

Services Provided: Case management, assistance in securing transitional and permanent housing, health care, day care, classroom and institutional skills training, hands-on skills training, employability development training, life skills training, remedial education, meal allowance, transportation, textbooks and tool kits, safety gear and liability insurance during training.

Project Description

The Home Builders Institute (HBI), the educational arm of the National Association of Home Builders, is conducting an industry sponsored national demonstration job training program. The HEART program combines a job training/case management approach at six sites. The HEART program consists of two HBI job training programs, the Craft Skills Preapprenticeship program (in Jacksonville FL, Nashville TN, and Chesapeake VA) and the Community Revitalization projects (in Boston MA, Buffalo NY, Louisville KY). The entry level or preapprenticeship programs provide trainees with intensive hands-on training at building sites and classroom training in technical aspects of particular crafts. After successful completion of the program, trainees are placed on jobs with builders or subcontractor members of the local builders associations and have the opportunity to enter Department of Labor registered and approved apprenticeship programs. The HBI Community Revitalization projects are open-entry/open-exit competency based programs providing classroom and hands-on instruction using employer validated curricula. Hands-on instruction takes place at abandoned, city-controlled buildings, which serve as training sites. After participation in these projects, trainees are placed in jobs and low-income housing units are returned to the city.

Housing Intervention

An assessment of housing needs will be a part of the screening assessment conducted for each participant prior to enrollment in HEART. Transitional housing will be provided at each site. A HEART Committee, consisting of local training and case management staff, home builders, representatives of the local housing authority and HUD offices, and private apartment management companies, will play a primary role in identification of permanent housing for participants. Building and apartment maintenance training will be emphasized. Employment in this field is frequently accompanied by housing as a benefit. In addition, arrangements will be made to give trainees priority for renting units in the buildings they built or renovated.

Population Served and Expected Outcomes

The project's target population is unemployed and underemployed homeless men and women older than 18, including single men and women and members of homeless families. HBI estimates that 90 participants will be enrolled in the program; 89 percent will complete training; 77 percent will enter employment; 67 percent will maintain 13 week employment retention; and 67 percent will upgrade their housing to transitional or permanent housing.

Evaluation Design

An independent evaluator will be responsible for conducting an outcome and a process evaluation. The outcome evaluation will (1) assess the effectiveness of the program with respect to the employment status of clients both in absolute terms and relative to the DOL performance standards; (2) determine the average cost and length of training per client; (3) assess the project's effectiveness in improving the residential status of clients both in absolute terms and relative to the program performance standards; (4) measure the utilization of services in terms of total number of clients served and average utilization by clients of each service offered and evaluate program success in meeting performance standards with respect to utilization; and (5) assess the impact of client characteristics on each of the DOL variables. A process evaluation will focus primarily on the relationships which develop among the various players involved in the provision and coordination of services provided by the HEART project. Interviews, to be conducted by the independent evaluator, will be the primary data collection mechanism.

Contacts:

Mr. Dennis Rogers
Project Coordinator
Boston Comm. Rev. Program
P.O. Box 297
Boston, MA 02124
(617) 265-7957

Mr. Tom Bystryk, Sr.
Project Coordinator
Erie Co. Comm. Rev. Program
P.O. Box 302
Lackawanna, NY 14218-0302
(716) 823-0613

Mr. Mark McKinley
Project Coordinator
Louisville Comm. Rev. Program
1025 South 8th Street
Louisville, KY 40203
(502) 584-1178

Ms. Laura Laseman
Apprenticeship Director
Northeast Florida BA
P.O. Box 17339
Jacksonville, FL 32245-7339
(904) 725-4355

Mr. Donny Sloan
Apprenticeship Director
Nashville Middle-Tennessee HBA
620 North First Street
Nashville, TN 37207
(615) 244-7814

Ms. Sandra Bixler
Dir. of Training & Development
Tidewater Builders Association
2117 Smith Avenue
Chesapeake, VA 23320
(804) 420-2566

Fox Valley Consortium for Job Training and Placement of the Homeless

Elgin Community College Alternatives Program
1700 Spartan Drive
Elgin, IL 60123
(708) 697-1000 Ext 6901 or 6941

Project Director:	Jack Wetland (Acting)
Contact Person:	Cynthia D. Moehrlin/Jack Wentland
Project Environment:	Urban, suburban and rural
Target Population	Homeless men and women 18 years of age or older
Program Approach:	A holistic personal advocate/case management approach
Services Provided:	Outreach and referral; vocational training, 80 hours work experience, on-the-job training; job placement; permanent housing; job retention; supportive and follow up services; certified substance abuse counselor on staff; all services provided in English, Spanish, Lao, Thai, and American sign language.

Project Description

In order to facilitate the homeless in their efforts to become economically independent, the Elgin Community College Alternatives Program established the Fox Valley Consortium for Job Training and Placement of the Homeless. The consortium unites the Public Aid office, Community Crisis Center, Salvation Army, Centro de Information, and Elgin Community College. Other agencies, including the Department of Rehabilitation Services, Illinois Department of Employment Security, local mental health and substance abuse programs, area JTPA, churches, and business and industry, have committed to aiding the Consortium in establishing long-term solutions for the homeless rather than just the band-aid of shelter.

Housing Intervention

Many of the homeless lack the most basic needs such as food, clothing, and shelter. The objective of housing intervention is to find the most suitable, long-term and cost-effective shelter/housing arrangement possible. It is extremely difficult, if not impossible, to find or maintain employment without secure, adequate housing. The program refers clients to five emergency shelters and two transitional housing programs, with lengths of stay ranging from six to 18 months. In addition, after full time, permanent unsubsidized employment has been found, voucher funds for participants for first month's rent and security deposit--in coordination with funds from the Crisis Center, Salvation Army, and on occasion other agencies or churches--are secured. Finally, the program works with Elgin Housing Authority to secure additional vouchers for subsidized housing.

Population Served and Expected Outcomes

Eligible participants include the full spectrum of homeless, 18 years or older-single parents, families, persons with mental health and substance abuse problems, single men and women, victims of domestic violence, older adults, veterans, and the disabled. It is projected that 500 intakes will be done. Enrollment requires assessment by the Mental Health/Substance Abuse counselor and seminar attendance; 300 are projected to enroll. Of those enrolled, 53 percent will be placed in jobs.

Evaluation Design

Using time planning of tasks, quarterly reports are produced and matched to goals. Evaluation data include number served, number placed in jobs, average training time, average training costs, average retention rate of job placement, and number of homeless individuals placed in transitional or permanent housing outside of shelters. Written evaluations will be obtained from Homeless participants, staff, and consortium members. With the assistance of the External Evaluator from Northern Illinois University, the evaluation approach used will be Quantitative using the Descriptive and Ex Post Facto Method. All homeless participants referred to the program will have an intake. However, only those who a) meet the counselors, b) follow through on referrals, and c) complete the assessment and seminars, will be enrolled. Using social security numbers and Unemployment Insurance Records, both subsets (Intake and Enrolled/Intake - Not Enrolled) can be compared after six months and one year. No controls will be used; therefore cause and effect cannot be established, simply a relationship.

Project WORTH: Work Opportunity Readiness for the Homeless
Jefferson County Public Schools Adult and Continuing Education
3670 Wheeler Avenue
Louisville, KY 40215
(502) 473-3400

Project Director:	Jennie Heatherly
Contact Person:	Marlene Gordon
Project Environment:	Urban
Target Population	Homeless men and women age 18 and older
Program Approach:	Case management, educational training for job acquisition and retention
Services Provided:	Basic living skills, educational assessment, academic instruction, vocational skills training, job placement, counseling and support services, assistance in locating affordable housing and Section 8 housing.

Project Description

The Jefferson County Public Schools' Unit of Adult Continuing Education initiated Project WORTH to facilitate employment for homeless adults in the Louisville area. The project provides clients with (1) instruction in basic living skills so that they can become more stable and productive human beings and future employees; (2) academic upgrade instruction that they may need to initially obtain employment; (3) the vocational skill training necessary to obtain and retain employment in the local job market; and (4) assistance in locating affordable, permanent housing and assistance with Section 8 housing. A case management approach is used to track participants as they move among area shelters or to permanent housing and through the comprehensive academic and vocational programs. Participants in this project are also eligible for services administered by the Department for Employment Services, the administrative agency for JTPA in Kentucky.

Housing Intervention

The goal of the housing component is to track clients' housing patterns, assist in locating affordable permanent housing, and provide intensive case management for clients eligible for Section 8 under the Homeless Families Assistance Programs. Linkage is established with Metro Human Needs Alliance, whose membership consists of 44 community and ministry agencies. This membership provides the opportunity to utilize the Section 8 Housing Assistance Programs and the Emergency Shelter Prevention Program. The Prevention Program assists at-risk families with rent, utilities, and eviction mediation.

Population Served and Expected Outcomes

Project WORTH serves homeless adults age 18 years and older, many of whom are single-parent heads of households with preschool-age children, as well as residents of temporary and transitional shelters and halfway houses. The project estimates that about 225 homeless people will be referred to project services; 78 percent will receive academic assessments; 56 percent will receive vocational assessments; 44 percent will receive adult basic education, living skills, and vocational training; and 7 percent will receive their GED. The project also expects to place 20 percent in jobs and have 13 percent retain jobs for 13 weeks.

Evaluation Design

Evaluation activities designed specifically for Project WORTH include both formative and summative components. The formative component includes data and reports collected during the second year of program activities. The summative component incorporates both preliminary and final outcomes, such as the number of homeless persons screened at shelters, assessed for basic education/basic living/vocational needs, enrolled in programs, and placed and retained in jobs for 13 weeks or longer. Collection, compilation, analysis, and reporting of the evaluation data will be conducted by the project staff.

Kentucky Domestic Violence Association
P.O. Box 356
Frankfurt, KY 40602
(502) 875-5276

Project Director:	Sharon A. Currens
Contact Person:	Gil Thurman
Project Environment:	Urban and rural
Target Population	Battered women in five spouse abuse shelters across the state
Program Approach:	Case management
Services Provided:	Outreach/assessment, adult basic education/GED, employability and job retention skills training, employment counseling and placement, clerical upgrade training, mental health/alcohol/drug referrals, child care, transportation, placement/referral of transitional and permanent housing.

Project Description

The Kentucky Domestic Violence Association (KDVA) has established a job training and placement program in 5 of its spouse abuse shelters. KDVA, a statewide coalition of shelters, will coordinate the project and the evaluation procedures. Each of the demonstration projects utilizes a case management approach to providing services. A shelter case worker, an employment counselor, and a job developer works with each client from entry into the shelter through completion of the program. Between 35 and 50 women participate at each shelter, and all services will be offered within the shelter environment.

Housing Intervention

Both the case worker and employment program staff will assist clients in finding housing. Although Kentucky's spouse abuse centers generally limit shelter stays to 30 days, five participating spouse abuse centers have agreed that a woman enrolled in the employment program -- who is working toward her goals -- may remain in shelter until appropriate housing arrangements can be found. There are usually three type of housing alternatives available to clients: transitional housing (available in two of five program areas -- Louisville and Northern Kentucky), public-assisted housing (waiting lists range from three to 18 months), or private rental properties. Our programs provide housing assistance in several different ways, including: working with public housing authorities to document battering, establishing priority status; providing referrals to appropriate transitional housing programs; maintaining lists of private landlords and rental housing; contacting landlords and asking for assistance in placing women; and utilizing community resources/emergency funds to help with rental and utility deposits.

Population Served and Expected Outcomes

KDVA is a coalition of spouse abuse programs that provide services to battered women and their dependent children. KDVA estimates that it will enroll 220 women in the program and that 80% of those enrolled will complete training, 64% will obtain employment, and 60% will retain employment for 13 weeks. KDVA also estimates that 25% will participate in ABE or GED instruction. KDVA will also track carry-over clients from the 1989-91 JTHDP grant. As of May 16, 1991, we had 126 carry-over clients.

Evaluation Design

We developed an evaluation process that allows us to obtain information that will help us modify the program as needed to make it more responsive to the individual client's needs. Since KDVA conducted the program at six remote locations, we had to rely on a combination of site visits, extensive communication with program staff, and participant evaluations to evaluate the program. KDVA is now conducting the program at five sites. In order to supplement quarterly collection of CCIP data from each shelter, we developed a participant profile that collects more extensive information on each client, including a narrative on staff's perceptions of the client's progress and any significant or unusual problems.

Massachusetts Career Development Institute

140 Wilbraham Avenue
Springfield, MA 01109
(413) 781-5640

Project Director: Doreen Fadus

Contact Person: Doreen Fadus

Project Environment: Urban

Target Population Men and women

Program Approach: Case management

Services Provided: Case management; assessment; personal and career counseling; motivational workshops; on-site pre-vocational services, including Adult Basic Education (ABE), English as a Second Language (ESL), and General Equivalency Development (GED) classes; fourteen occupational programs; job search workshops; resume preparation; job development; support services; substance abuse counseling; transportation services; clothing stipend; day care facility; physical; support group; lunch; housing assistance; follow-up services.

Project Description

The MCDI operates within the guidelines outlined by the City of Springfield's Comprehensive Assistance Plan and under the direction of their Homeless Advisory Board and the Private Industry Council/Regional Executive Board. The MCDI offers training in Electronic Assembly, Electronic Technician, Graphic Arts, Clerical, Word Processing, Culinary Arts, Machining, Tool and Die, Sheet Metal, Welding, Nursing Assistant, Personal Care Assistance, Respiratory Aid, and Dietary Aid. Services are offered both on and off site in ABE, ESL and GED classes. In addition, MCDI created linkages with the Springfield Day Nursery day-care center, Holy Family Church, and the Diocese of Springfield, and established a day-care center located one block from MCDI.

Housing Intervention

The MCDI has developed a relationship with the Worthington Street shelter, both the Open Bed and Single Room Occupancy components, in order to gain access and priority for MCDI's McKinney participants. Case managers meet weekly with the staff to review new "guests" and to monitor current participants. Permanent housing is acquired under the direction of the Housing Search Specialist. Solid relationships have been made with the Springfield Redevelopment Authority, which is responsible for housing search for welfare recipients. The Springfield Housing Authority has agreed to give priority status to McKinney clients who qualify for the section 8 program. Housing advocates and landlords have been placed on our Advisory Board. A housing stipend is earned by participants obtaining 13 weeks of full-time employment. This stipend can be applied towards their rent or assist in a security deposit.

Population Served and Expected Outcomes

The MCDI serves homeless men and women in the Hampden county area. The goals for 1991 are to enroll 115 participants into training and/or job search classes, have 50 percent enter unsubsidized employment, and have 32 percent maintain their jobs for thirteen weeks. Housing goals are: 115 participants will acquire emergency housing, 53 percent will obtain transitional housing, and 28 percent will acquire permanent housing status.

Evaluation Design

Mr. Thomas Ruscio, Director of Rehabilitation Services for Springfield College, will be conducting the evaluation for the 1991 grant. Data will be in both formative and summative components. The formative data will be collected from previous program activities, FY 90 and FY 88. Summative data will be through CCIP information, case manager interviews, participant feedback, follow-up studies, quarterly reports, Advisory Board involvement, and assessment of all program outcomes as defined in the grant.

Project UPLIFT
Boys and Girls Clubs of Greater Washington
1320 Fenwick Lane, Suite 800
Silver Spring, MD 20910

Project Director:	William Reynolds
Contact Person:	William Reynolds
Project Environment:	Urban
Target Population	Homeless men and women
Program Approach:	Case management
Services Provided:	Case management; educational, occupational, and personal needs assessments; pre-employment training, including basic skills remediation and GED assistance; independent living skills; career exploration workshops; occupational training in printing, culinary arts, and computer operations; job development; housing assistance counseling; work experience internships; and support services.

Project Description

Project Uplift II is a non-residential educational and vocational program. Major linkages have been established with the DC Private Industry Council and the DC Public School System, Adult Education Division. These agencies provide occupational training as well as employment and apprenticeship opportunities. Job assistance and development services give clients the knowledge and opportunity to (1) define career goals; (2) begin a targeted and organized job search; and (3) remain employed. Follow-up services include personal and vocational counseling, case management, and housing assistance.

Housing Intervention

The home management component consists of 10 weekly seminars covering such topics as budgeting and money management; where to look for housing; and Section 8, TAP, and public housing. Clients may receive emergency assistance to obtain housing in a shelter at any time. In order to receive financial assistance in securing independent housing, a client must attend every seminar. Housing assistance is begun after the client has obtained steady and permanent employment. Financial assistance is given in the form of a check to pay the landlord rent for the first month and/or the security deposit. Additional financial assistance for those clients in critical need is available for six months after permanent housing placement.

Population Served and Expected Outcomes

Project Uplift II serves homeless, sheltered, and inadequately housed adults 18 years and older who reside in the Washington DC metropolitan area. The project will serve a total of 100 participants. Each participant will receive at least 400 hours of occupational skills training.

Evaluation Design

A preliminary process and impact evaluation will be conducted by trained evaluators from DC PIC. Data for the evaluations will be obtained through interviews with participants, staff, and social workers. The summative evaluation will address both short-term effectiveness (e.g., number of participants who begin training, number who complete training) and long-term effectiveness (e.g., number of participants who maintain their employment 13 or more weeks) of the training program. Standard paper and pencil measures administered to participants, test scores, job attendance records, observations by counselors, and the overall success rate will all be included as part of the evaluation.

Job Training for the Homeless Demonstration Project: "Project Decisions"
City of Saint Paul, Job Creation and Training Section
215 E. 9th Street
Saint Paul, MN 55101
(612) 228-3262

Project Director:	Harriet Horwath
Contact Person:	Harriet Horwath
Project Environment:	Urban
Target Population	All homeless women and men making a commitment to the program
Program Approach:	Case management
Services Provided:	In-depth assessment, transitional employment, work experience, classroom training, work adjustment, basic academic and living skills, on-the-job training, a broad range of support services including chemical dependency services and special assistance for the handicapped, job development, job placement and follow-up. Housing services are integrated and coordinated throughout.

Project Description

This project is named "Decisions," reflecting the philosophy that the commitment and effort of the client at each stage makes the difference. Services, described above, are comprehensive, holistic, personal, and designed to meet the individual's needs. They are delivered using a comprehensive strategy coordinating the work of eight organizations at many levels. Keys to success include commitment to the client's success, cutting red tape, eliminating "turf" issues and high-level (Mayor, Commissioners) support. Services are provided under contract by Catholic Charities (the central case management agency), the YMCA (a special service and shelter provider for women), SPRC (a sheltered workshop), and six other organizations including the Saint Paul Housing Information office.

Housing Intervention

Decisions housing intervention strategy uses a multi-faceted and integrated approach designed to stabilize the clients housing situation, access affordable market-rate housing and housing subsidy programs, and create new housing stock. Methods and resources used include housing counseling and referral and access to a variety of existing housing options through the Saint Paul Housing Information office, use of targeted housing for special populations (e.g., sober housing for chemically dependent), access to shelters and transitional housing through the use of the agencies providing these services as core case management contractors, and development of new units of housing through Intra-Departmental Coordination between the Job Creation and Training Section and the Housing Division of the Department of Planning and Economic Development.

Population Served and Expected Outcomes

The project serves any interested homeless man or woman willing to make the commitment. Many are chemically dependent and/or handicapped. Expected outcomes include: 500 outreached; 250 complete intake; 50 referrals to social service agencies; 200 actual enrollments, all involved in training; 200

terminations; 120 unsubsidized (competitive) job placements; 30 other positive terminations; 160 housing placements; 180 housing upgrades; and a 75% job retention rate.

Evaluation Design

The City of Saint Paul has hired an outside evaluator to complete the individualized evaluation. Basic information for the evaluation will be collected through the CCIP and JTPA Program Management Information System. Specific information on client characteristics, length of service, and all planned program outcomes will be collected. In addition to the 13-week retention analysis, an in-depth, long-term retention analysis also will be conducted. Clients will be interviewed to provide in-depth information.

Training And Employment Assistance Office
Hennepin County Bureau of Social Services
First Level South Government Center
300 South Sixth Street
Minneapolis, MN 55487-0012
(612) 348-8912

Project Director:	John McLaughlin
Contact Person:	Candace Mainville
Project Environment:	Urban
Target Population	Single adults and families
Program Approach:	Employment-directed case management
Services Provided:	Case management; housing; health care; nutrition, mental health and chemical dependency counseling; transportation; day care; in-shelter outreach; vocational assessment; employability development plan; basic skills training; General Equivalency Diploma; subsidized employment; sheltered work sites; classroom training; job seeking skills and job retention skills training; job development; job placement; support groups; and follow-up activities.

Project Description

The Hennepin County Training and Employment Assistance office (TEA) serves as the grant recipient for the project and is organizationally located within Hennepin County's Bureau of Social Services. The Bureau will provide overall administrative control, planning and monitoring, evaluation, reporting, fiscal control, and accounting. TEA has formal organizational links with local agencies and their subcontractors responsible for serving the homeless. The TEA has subcontracted with Catholic Charities of the Archdioceses of Minneapolis and St. Paul to provide case management services for single adults and families.

Housing Intervention

TEA and its primary subcontractor, Catholic Charities, are using a number of strategies to integrate housing and employment services. Catholic Charities operates emergency and transitional housing programs within its Exodus division. Participants in the JTHDP are given access to available housing in these programs. In addition, participants may be referred to a wide array of emergency and transitional housing funded by Hennepin County. Also, the Hennepin County JTHDP has developed working agreements with two local low-income housing providers to train program participants in property maintenance, security, and management positions. Participant trainees will receive work experience, wages, housing, and a job reference. The housing providers will have access to additional staff resources, using the trainees to facilitate their abilities to manage additional properties, thus making more housing available to homeless persons.

Population Served and Expected Outcomes

The TEA serves single adults and families. The project's goal is to enroll 400 homeless individuals. Seventy percent of project participants who complete an employability development plan will be placed into unsubsidized employment. The remaining 30 percent will be enrolled in school full-time or will be referred to other employment and training programs. TEA estimated that 60 percent of clients will maintain a 13-week retention rate, and 50 percent will maintain a 26-week retention rate.

Evaluation Design

The Bureau will measure the achievement of expected outcome outlined in the McKinney Act. In addition, the bureau will conduct an outcome evaluation, which will measure the number of clients places in transitional and permanent housing; average wage at placement; and the number receiving case management, subsidized employment, sheltered employment, and other basic skills. Information will be collected by using the management information system forms and software currently used for the welfare reform programs. An outside evaluator will conduct a process evaluation to assess which features of the program were most critical to retention and placement.

Fountain House
425 West 47th Street
New York, NY 10036
(212) 582-0340

Project Director: Sara Asmussen

Contact Person: Sara Asmussen

Project Environment: Urban

Target Population Mentally ill individuals 16 years and older

Program Approach: Case management

Services Provided: Outreach; case management; prevocational work experience; group transitional and assisted competitive employment; education; housing; support services.

Project Description

Fountain House, a nonprofit psychiatric rehabilitation center, integrates the mentally ill back into the community. It is a prevocational clubhouse for mentally ill patients, who are offered the opportunity to become "members" of a club that needs and values them. One of the most important features of the clubhouse is that it is run by members and a professional staff working together. Fountain House will add liaison staff to the existing program to make visits to shelters and the streets to establish communication with the high-risk, homeless mentally ill. Once they are connected with Fountain House, extensive case management will be supplied, housing procured, and employment opportunities provided. The employment system will consist of group placements for the more severely disabled, transitional employment for those who need to develop work behaviors, and assisted competitive employment for those who are ready for independent employment.

Housing Intervention

Fountain House has utilized a wide variety of types of housing options to accommodate members. These options include working with housing agencies, private landlords, the city, and becoming a housing agency ourselves. The Housing program is designed so that individuals are placed into living arrangements which meet their present needs and then transition through the program until they are able to live at the highest possible level of independence. The housing options include shelters, RCCAs, Supervised Community Residences, Intensive Supportive Apartments, Supportive Apartments, Uncertified Apartments, and Graduate Apartments.

Population Served and Expected Outcomes

Individuals will meet the basic criteria for membership in Fountain House if they are older than 16 years and have a diagnosis of chronicity and psychosis or a history of psychiatric disability. They should not have an active problem with substance abuse or a history of nonpsychotic violent behavior. Based on year 1 results, it is expected that 100 individuals will join the program with 60 percent achieving housing upgrades and 35 percent obtaining employment.

Evaluation Design

A measure of overall community adjustment will be used to assess the effectiveness of our outreach efforts. A semilongitudinal design will be used to measure the effectiveness of rehabilitation at Fountain House. This design will allow the progress of someone just starting the program to be compared with someone who has been in the program for years. Data will be collected on demographic characteristics, job status, training, and wages earned.

New Leaf Program
Argus Community, Inc.
760 East 160th Street
Bronx, NY 10456
(718) 993-5300

Project Director:	Lee Mulvihill
Contact Person:	Lee Mulvihill
Project Environment:	Urban
Target Population	Single men and women with substance abuse and/or mental health problems
Program Approach:	Case management
Services Provided:	Coordination and outreach, customized training and employment services, horticultural therapy, work experience, vocational training, housing, life skills training, aftercare.

Project Description

The NEW LEAF program is a pre-employment, work experience program designed to habilitate the homeless substance abusers who are enrolled. Some individuals present a primary psychiatric diagnosis in addition to substance abuse. The program consists of "businesses" which provide residents the opportunity to experience and deal with the issues involved in having a job. A greenhouse and outdoor garden are used to grow fresh herbs, vegetables and ornamental house plants. Men and women plant, water, transplant and propagate all of these products. Herbs and vegetables are sold to a variety of NY City retail and wholesale outlets. At the City's largest and-best attended open-air market, residents set up a pavilion and perform direct sales to passersby. Without this work experience component, we strongly believe routine vocational training (which then follows the work experience) would be ineffective and that residents would have little or no chance at retaining their first jobs.

In the live-out phase of treatment, participants live on their own, returning for monthly aftercare groups for at least one year, and longer if they wish or need employment or housing assistance. These groups provide support and guidance during the transition to mainstream living.

Housing Intervention

Participants move along a continuum beginning with a shelter in a congregate transitional dormitory, through semi-private rooms, to permanent apartments. This is made possible through three separate HUD McKinney grants: Transitional Housing, 30 beds, 1988 award; Transitional Housing, 15 beds, 1989 award; and Permanent Housing, 40 units, 1990 award. Contractual arrangements with supported housing programs provide additional permanent housing for our least functional graduates. Argus provides transitional housing, bed, and board for 160 homeless substance abusers with mental health problems for 12-18 months while they receive treatment, job training, and housing services.

Assessment and identification of suitable housing is part of each participant's treatment plan. Staff work individually with each person to help him identify and obtain suitable housing units. For example, those who have stable jobs and an adequate salary are helped to find housing either on their own, or with friends, or with their families. We have commitments for 15 slots from Services for the Underserved for permanent housing referrals to Starret City in Brooklyn, which has units set aside as financially supported housing with an on-site case management team. Rent is on a sliding scale.

Population Served and Expected Outcomes

Argus' target population is hard-to-serve single men and women with a history of substance abuse and/or mental health problems. Upon admission, participants begin basic skills and prevocational training. Argus estimates that the dropout rate for the prevocational training and basic skills will be 50% during the first 21 days of treatment. It is estimated that 20% will make measurable progress toward employment, change in attitudes and behavior about work. After a 3-month period of prevocational training in the New Leaf Program, the Treatment Team assesses whether the residents will (a) continue in the program for another 3-month cycle; (b) enroll in an outside vocational training program; (c) enroll in school/remedial program; (d) enroll in sheltered employment; or (e) obtain competitive employment. During this period participants continue to reside in the residence and receive supportive services. After 18 months participants graduate to an independent living situation but receive aftercare services for at least six months. All Argus graduates are employed upon graduation or enrolled in a sheltered employment program and live independently. Argus estimates that 30% of New Leaf participants will find stable jobs and permanent housing during the aftercare and re-entry stage of drug treatment.

Evaluation Design

This is a descriptive evaluation utilizing multiple outcomes measures to assess change as a result of project participation. The specific focus is on change over time, utilizing a repeated measure design. Participants are tested for subgroup differences. Specific statistical tests (such as analysis of variance, t-test and chi square) are used to test particular hypotheses. Data collection involves information provided by participants in interviews with a trained research assistant and repeated measure ratings by project staff. Research instruments have been used previously and are validated scales.

Employment Connections Program
Friends of the Homeless
924 East Main Street
Columbus, Ohio 43205
(614) 253-6983 - Program offices
(614) 253-2770 - Administrative offices

Project Director:	Barbara Poppe
Contact Person:	Nancy Nikiforow
Project Environment:	Urban
Target Population	Homeless men and women
Program Approach:	Case management with self-directed training and job search assistance
Services Provided:	Outreach; literacy and vocational assessment; substance abuse treatment; supportive services; linkage to community education, physical health and mental health; emergency shelter, transitional housing, and permanent housing; literacy enhancement and GED training; job readiness training and job search assistance; life skills training; and referral for housing.

Project Description:

Friends of the Homeless, Inc. (Friends) is a private, nonprofit social service agency which provides services to adult men and women who are experiencing homelessness. Friends provides emergency shelter, transitional housing and supportive services to about 160 persons daily. Employment Connections Program (ECP) provides services to enable participants to reach an ultimate goal of full-time employment at a decent wage and permanent housing. Through a case manager, the participants are able to access the array of services listed above. The project provides extensive supportive services including transportation, work lunches, laundry services, and referrals for haircuts, clothing, and other personal needs. Participants may elect to enter long-term training through a cooperative agreement with the Private Industry Council, pursue literacy training either on-site or through community literacy programs, or proceed directly to the job search assistance component. Job search assistance includes a five-day job readiness course followed by weekly Job Club meetings and daily job search assistance. Participants who experience multiple barriers to employment are able to receive one-on-one coaching and individual job development assistance. Extensive follow up services are provided for at least six months to participants who are employed.

Housing Intervention:

Friends provides housing assistance through a coordinated process which assesses client's housing needs and matches the client to appropriate housing. Friends operates its own transitional housing and has interagency service agreements with three other providers. In addition staff provide referral to permanent housing (both subsidized and market rate) providers as well as limited rental assistance.

Population Served and Expected Outcomes:

Friends services about 90 clients a month. The majority are African American with about 25 percent women. A significant number are recovering from substance abuse or experiencing symptoms of mental illness.

Friends anticipates that 120 will be placed in competitive employment during a 12-month period.

Evaluation Design:

Friends will evaluate the effectiveness of the program and how it impacts employment, job retention, and housing status of enrolled participants. The evaluation will assess; attainment of planned program outcomes; client characteristics; program implementation; effectiveness of linkages; effectiveness of program services; and overall program effectiveness. Friends' program staff will be assisted by Appropriate Solutions, Inc. with the qualitative data collection and analysis. All other data will be collected and analyzed by program staff.

Southeast Tennessee Private Industry Council, Inc.
P.O. Box 11348
Chattanooga, TN 37401
(615) 266-5103

Project Director: Carolyn S. Johnson

Contact Person: Carolyn S. Johnson

Project Environment: Urban

Target Population Homeless men and women

Program Approach: Case management

Services Provided: Coordination and outreach; remedial education and basic skills instruction, pre-employment assistance; customized training; supported work; job placement and retention; follow-up and support services; and housing assistance.

Project Description

The Southeast Tennessee Private Industry Council (SETPIC) is joined in this demonstration by the Community Kitchen, Chattanooga's only day shelter. The shelter provides comprehensive services to the homeless, including primary health and mental health care, food, clothing, and bath facilities. The SETPIC project provides the following services at the Kitchen's permanent training facility: coordination and outreach activities, remedial education and basic skills instruction, pre-employment assistance, job placement and retention, follow-up and support services; housing assistance; and supervised employment in the project's supported work recycling center. Case managers implement employability skills classes and job counseling, maintain daily contact with clients, and arrange for assistance with support services. A certified substance abuse counselor assesses for alcohol and drug abuse problems, makes appropriate referrals, and provides follow-up services for clients with identified abuse.

Housing Intervention

Emergency housing is provided to homeless clients as application is being made for program participation, as well as for actively participating clients who are in need of such housing. JTHDP staff work closely with area shelters in securing emergency shelter and some provide shelter at reduced rates. Transitional housing is generally provided for six weeks in the project's leased, multi-unit transitional facility. In addition to on-site, independent living skills classes conducted by case managers, the leading agent at the transitional facility also provides supervision and structured recreational activities for homeless tenants. Once homeless individuals have begun to stabilize, they are assisted with locating permanent housing and negotiating lease agreements. The demonstration provides continued assistance through defraying a portion of the costs associated with permanent housing for up to six months.

Population Served and Expected Outcomes

Although the demonstration targets provision of services to homeless adults, appropriate planned activities are made available to all subgroups within the homeless population. SETPIC has established the following standards by which its performance is measured: 100 homeless persons served, 70 percent placed in jobs, 50 percent retained in jobs for 13 weeks, an average length of training of 25-50 hours, an average training cost of $3,472, an average cost per placement of $4,861, and an average retention rate of 70%.

Evaluation Design

SETPIC, in its model, endeavors to pursue a short-term, state-of-the-art approach to job placement. Survey instruments and needs assessments are designed in a manner consistent with the model. The project coordinator is responsible for overall data collection and analysis. The analysis focuses on service needs of the homeless, a track of services used from homelessness to employment, evaluation of a multi-agency approach to service delivery, and recommendations on off-setting unmet needs. Model implementation and model evaluations are fully documented. Procedures, results, potential problems, recommendations, and project successes are being fully delineated.

Homeward Bound

Knoxville/Knox County Community Action Committee
office of Community Service
P.O. Box 51650
Knoxville, TN 37950-1650
(615) 546-3500

Project Director: Calvin Taylor

Contact Person: Calvin Taylor

Project Environment: Urban

Target Population Homeless individuals, including families and youth

Program Approach: Case management

Services Provided: Case management; comprehensive needs assessment, including physical examinations; basic skills testing and an employability evaluation; family support services; basic skills and General Equivalency Development preparation; job training, including classroom training; skills training and tuition arrangements; day care; housing, including rental assistance and home ownership programs; transportation; health and nutrition services, including eye care and dental needs; job placement; and follow-up services.

Project Description

The Knoxville-Knox County Community Action Committee (CAC) is a public agency created by a joint resolution between the city and county governments. The CAC is governed by an independent board comprised of 33 individuals representing local governments and institutions and limited-income neighborhood representatives. The CAC is also the administrative entity for the local Job Training Partnership Act (JTPA) program. The project is implementing an innovative approach to serving individuals that includes integrating family support services currently not included in the JTPA program, enrolling eligible participants in JTPA, implementing a client outreach program, providing transportation, and assisting with obtaining housing.

Housing Intervention

Homeward Bound provides a variety of housing services. Through cooperation with the local HUD program (Knoxville's Community Development Corporation), two large apartment buildings are being leased to Homeward Bound. These buildings will provide transitional housing for 30 homeless adults while they are in training for up to one year. The participants are expected to work part-time or full-time and pay 30% of their income toward rent. A second service includes being able to maintain temporary but stable housing for the applicants who are undergoing the lengthy assessment process. These individuals are able to maintain an extended stay (up to six weeks) at area shelters before they begin training. A third service includes placing participants in supported living environments that assist them in their recovery from a substance abuse problem while pursuing a training program. A fourth service includes housing referral and locator services for participants in need of permanent housing. Homeward Bound also assists with paying deposits (utility, cleaning, and security), paying the first and last month's rent, helping with furnishings and moving expenses.

Population Served and Expected Outcomes

The CAC will provide services to any homeless person in Knox County. However, the project emphasizes service to families and youth. The project estimates that it will serve 80 adults and 15 youths; 65 percent of adults and 73 percent of youths will obtain employment with a retention rate of 75 percent. The CAC hopes to place all participants in either transitional or permanent housing situations.

Evaluation Design

The provision of the integrated family services, including the extent to which participants are placed in transitional and permanent housing, and the case management methodology will be the focal point of the evaluation. A consultant from the University of Tennessee School of Social Work will assist project staff members in preparing and using data-collection instruments needed for the evaluation and also will prepare the final evaluation, reports.

Private Industry Council of Snohomish County
917 134th Street, SW, A-10
Everett, WA 98204
(206) 743-9669

Project Director:	David Prince
Contact Person:	David Prince
Project Environment:	Urban, suburban, and rural communities in Snohomish County
Target Population	Families and single men
Program Approach:	Dual track housing, employment services, and case management
Services Provided:	Case management; work experience; educational and vocational assessment; pre-employment job search workshops; referral to community resources for vocational training; life support services such as mental health counseling; substance abuse assistance; day care; legal assistance; transportation; transitional and permanent housing, including rental assistance and Section 8 housing.

Project Description

The Private Industry Council (PIC) is the administrative lead agency in a program developed collaboratively with four local housing agencies and a PIC employment and training services subcontractor. The program uses shelter case managers to provide outreach followed by joint assessment by the shelter and employment services provider. The majority of participants who require longer periods to stabilize life situations, build work readiness and are provided a work experience. Subsequent to work experience, participants may be referred to existing vocational training programs in the community and/or provided job search and direct placement. Participants are provided 90 days follow-up case management after job placement.

Housing Intervention

From the beginning, the program has provided a strong housing component, operating parallel to the training and employment services. The component offers transitional housing upon enrollment. Permanent housing is developed by the time of 91 day job retention. The program utilizes a locally-funded security deposit guarantee program; FEMA rent assistance; project-funded rental assistance; and Section 8 housing certificates. Nineteen participants will be in permanent housing with case management provided for a minimum of 91 days to assure they can maintain their housing. Nine participants will be in transitional housing with case management after the program end-date through non-program funding.

Population Served and Expected Outcomes

The PIC program serves 35 participants; a minimum of 29 are in homeless families. Eighty percent of the participants will be enrolled in work experience (WEX); 71 percent will satisfactorily complete this four to eight week component, demonstrating work readiness and progress in addressing outside life situations. Twenty-one of these participants will be placed in jobs with pay ranges from $5.75 - $7.50. Of these, 71 percent will have completed skills training; 29 percent will be directly employed after WEX. For those employed, 81 percent will retain employment through the ninety-one-day retention period. Seven participants will continue on in skills training at the end of the project period.

Evaluation Design

The PIC will conduct a local evaluation structured around input, process, and product variables. The methodology will include collecting survey data and questionnaires for demographic comparisons to non-program homeless participants and outcome comparisons to other low income training programs.

Homeless Initiatives Pilot Project

Seattle-King County Private Industry Council
2001 Western Avenue
Market Place One, Suite 250
Seattle, WA 98121
(206) 684-7390

Project Director: Renee Fellinger

Contact Person: Renee Fellinger

Project Environment: Urban

Target Population Homeless individuals, with an emphasis on minorities and families

Program Approach: Case management

Services Provided: Case management, orientation, and pre-employment workshops; assessment; functional training strategies; placement and retention services; support services; and housing services.

Project Description

The Homeless Initiatives Pilot Project (HIPP) is the product of a coalition of local partners who provide a variety of human services for homeless individuals and families. Participants enter HIPP primarily through a local network of 22 shelters. They are also referred from agencies and organizations who are not part of the shelter network but who serve homeless people in a variety of ways.

HIPP clients receive comprehensive assessment in five areas: basic skills, work skills, life skills, housing needs, and support needs. The program is designed to provide a continuum of services that is matched to homeless participant's needs through the assessment process. Based on the results of assessment, participants are enrolled into one of the training and placement programs offered by the coalition members. These coalition members include the YMCA of Seattle-King County, which provides skills training and support services primarily to women and families; the City of Seattle Conservation Corps which provides work experience to men and women who need immediate income and job experience in order to prepare for decent paying permanent jobs; Washington State Employment Security Department Homeless Employment Project (HEP), which provides an intensive combination of short-term employment; and the Homeless Education and Apartment Resource Training (HEART), which is a private initiative. Participants are also enrolled in basic skills and life skills training provided by the Seattle Education Clinic and Consumer Education-N-Training Services (CENTS) provided by the Seattle-King County YMCA.

Housing Intervention

The goal and expectation of HIPP is to provide all individuals and families involved in a training program with housing. Due to the diversity and differences in the housing resources available to HIPP, and the complexity of housing services, a Housing Coordinator will be assigned to the project. The Housing Coordinator will keep an updated inventory of rent assistance dollars, Section 8 Certificates and transitional housing units targeting to HIPP participants, and assist case managers to match the appropriate resource to the needs of participants. During on-going assessment to determine participants' housing needs, participants will access one or more of the following housing resources: emergency and transitional housing, transitional to permanent housing, rent assistance, homeless education and apartment resource training, targeted

Section 8 Certificates (Operation Bootstrap), and Housing Trust Fund Awards.

Population Served and Expected Outcomes

The Homeless Initiative Pilot Project (HIPP) targets homeless individuals, with an emphasis on families and minorities. Planned outcomes for project year 1991-92 are to provide employment and training services to 400 individuals. In addition, the project expects to provide approximately 80 individuals with subsidized work experience, which is offered concurrently with job search training. It is anticipated that at least one-third (132) of the participants will also receive basic skills training and 75% will receive life skills training. The HIPP Project has planned a 65% placement rate and a 65% retention rate averaging 13 weeks.

Evaluation Design

To meet information requirements at the national and local levels, the Private Industry Council will structure its evaluation to assess and describe the extent to which the HIPP project has met its specific outcome objectives (e.g., service levels, placement rates, retention rates) and its process objectives (e.g., success of implementation strategy). Activities to be examined include recruitment, assessment, assignment to training and/or work experience, counseling and support services, housing assistance, job placement, and job retention.

Bright Coups Employment and Training Project

131 East Broadway Blvd.
Tucson, Arizona 85702
(602) 884-7131

Project Director:	Bill Quiroga
Contact Person:	Bill Quiroga
Project Environment:	Off-Reservation, metropolitan area
Target Population	Homeless American Indians
Program Approach:	Case management
Services Provided:	Outreach, case management, referrals for emergency and transitional housing; assess health, psychosocial, educational, and job status; development of individual plan for employment; housing advocacy and placement; job development and placement assistance; vocational and remedial training monitoring and on-going support for enrollee progress.

Project Description

The Tucson Indian Center Bright Coups Employment and Training Project (BCET) uses a case management approach to provide employment, training, and housing services to homeless, under-served and under-reported adult American Indians in metropolitan Tucson, Arizona. This project employees a five-member inter-disciplinary team composed of the Employment and Training Director, Outreach/Intake MIS Worker, and three Case Managers--each specializing in specific need areas peculiar to the homeless. This team approach, combined with other Center programs, provides skill/vocational training assistance, job development and placement assistance, substance abuse counseling and referrals, housing, and supportive service needs. Program participants are also supported by adequate and comprehensive needs assessment, immediate and direct access to emergency housing, health care, food and child care, development of individualized case plans, and intensive support and monitoring of participant progress with emphasis on maximizing efficiency.

Housing Intervention

The participant's immediate housing needs are addressed while still in Crisis Phase through case manager referrals to emergency housing or shelters. Transitional housing needs during the Stabilization Phase are met through a combination of other programs including Homeless Recovery Programs (Primavera), Half-way Houses (Tucson Recovery Home, 3/4) House (5-Points), and unsupervised transitional living quarters (Tucson Metropolitan Ministries) and others. Permanent housing is secured through low-cost HUD financing with assistance provided through the city of Tucson and local realtors. Families are also financially assisted with subsidized utilities and deposit costs. A 13-week follow-up is conducted to assure a stable transition to permanent housing.

Population Served and Expected Outcomes

The Bright Coups Employment and Training Project will be available to American Indians, aged 18 and over, who are within the metropolitan area of Tucson and are homeless as defined by the McKinney Act. Of the estimated American Indian population of 10,000 in Tucson, over 200 individuals will be identified as homeless, of which over 30 will be enrolled in the BCET Project. More than 100 will be referred to other services or programs. Twenty-four will receive employment and housing services, of which 67 percent will be placed in unsubsidized employment lasting 90 days or more as a result of participation in the Project and 20 will be placed in transitional housing with 75 percent moving into permanent housing and self-sufficiency.

Evaluation Design

Tucson Indian Center has recently completed a computerized data base which will increase the Agency's capacity to track client services. Negotiations are currently in progress to employ professional evaluators from the University of Arizona Native American Research and Training Center to extract relevant information depicting the effect of McKinney Act funds combined with DOL JTPA funds. The internal and external evaluation will include information on (1) Numbers and characteristics of homeless American Indians, (2) number receiving employment and training services, (3) length of time needed to make client employable, (4) average training cost per participant, (5) average job retention rate, and (6) a number and cost of participants placed in transitional/permanent housing.

APPENDIX F:

DETAILED BREAKDOWN OF JTHDP PARTICIPANT CHARACTERISTICS

APPENDIX F: DETAILED BREAKDOWN OF JTHDP PARTICIPANT CHARACTERISTICS AND OUTCOMES

	NUMBER			RELATIVE PERCENT			CUMULATIVE PERCENT		
CLIENT CHARACTERISTICS	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL
Age									
Average:	31.7	33.1	32.3						
Distribution:									
<17	175	32	207	2.1%	0.5%	1.4%	2.1%	0.5%	1.4%
18-21	978	509	1487	11.5%	8.3%	10.1%	13.5%	8.8%	11.6%
22-34	4386	3053	7439	51.4%	49.8%	50.7%	64.9%	58.6%	62.3%
35-54	2841	2418	5259	33.3%	39.4%	35.9%	98.2%	98.1%	98.1%
55+	154	119	273	1.8%	1.9%	1.9%	100.0%	100.0%	100.0%
Subtotal	8534	6131	14665	100.0%	100.0%	100.0%			
Sex									
Male	5521	4084	9605	64.6%	66.1%	65.2%	64.6%	66.1%	65.2%
Female	3024	2098	5122	35.4%	33.9%	34.8%	100.0%	100.0%	100.0%
Subtotal	8545	6182	14727	100.0%	100.0%	100.0%			
Race/Ethnicity									
White	3305	2257	5562	38.7%	36.5%	37.8%	38.7%	36.5%	37.8%
Black/Non-Hispanic	4302	3379	7681	50.3%	54.7%	52.2%	89.0%	91.2%	90.0%
Asian/Pacific Islander	50	48	98	0.6%	0.8%	0.7%	89.6%	92.0%	90.6%
Hispanic	702	314	1016	8.2%	5.1%	6.9%	97.8%	97.1%	97.5%
Amer. Indian/Alaska Native	132	120	252	1.5%	1.9%	1.7%	99.4%	99.0%	99.2%
Other	54	59	113	0.6%	1.0%	0.8%	100.0%	100.0%	100.0%
Subtotal	8545	6177	14722	100.0%	100.0%	100.0%			
Veteran Status									
Non-Disabled Veteran	1517	1179	2696	17.8%	19.9%	18.6%	17.8%	19.9%	18.6%
Disabled Veteran	119	70	189	1.4%	1.2%	1.3%	19.1%	21.1%	19.9%
Non-Veteran	6909	4680	11589	80.9%	78.9%	80.1%	100.0%	100.0%	100.0%
Subtotal	8545	5929	14474	100.0%	100.0%	100.0%			
Marital Status									
Single	5249	3664	8913	61.4%	59.7%	60.7%	61.4%	59.7%	60.7%
Married	868	629	1497	10.2%	10.3%	10.2%	71.6%	70.0%	70.9%
Separated	1028	784	1812	12.0%	12.8%	12.3%	83.6%	82.8%	83.3%
Divorced	1305	990	2295	15.3%	16.1%	15.6%	98.9%	98.9%	98.9%
Widowed	95	66	161	1.1%	1.1%	1.1%	100.0%	100.0%	100.0%
Subtotal	8545	6133	14678	100.0%	100.0%	100.0%			
Dependent Children									
Yes	3377	2616	5993	39.5%	42.9%	40.9%	39.5%	42.9%	40.9%
No	5168	3486	8654	60.5%	57.1%	59.1%	100.0%	100.0%	100.0%
Subtotal	8545	6102	14647	100.0%	100.0%	100.0%			
Number of Dependent Children									
0	5163	3582	8745	60.4%	57.9%	59.4%	60.4%	57.9%	59.4%
1	1364	1053	2417	16.0%	17.0%	16.4%	76.4%	75.0%	75.8%
2	1094	797	1891	12.8%	12.9%	12.8%	89.2%	87.8%	88.6%
3	542	485	1027	6.3%	7.8%	7.0%	95.5%	95.7%	95.6%
4	262	166	428	3.1%	2.7%	2.9%	98.6%	98.4%	98.5%
5 or More	119	101	220	1.4%	1.6%	1.5%	100.0%	100.0%	100.0%
Subtotal	8544	6184	14728	100.0%	100.0%	100.0%			

BEST COPY AVAILABLE

APPENDIX F: DETAILED BREAKDOWN OF JTHDP PARTICIPANT CHARACTERISTICS AND OUTCOMES

	NUMBER			RELATIVE PERCENT			CUMULATIVE PERCENT		
CLIENT CHARACTERISTICS	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL
Education									
Average:	11.5	11.6	11.5						
Highest Grade Completed									
6 or Less	174	63	237	2.0%	1.0%	1.6%	2.0%	1.0%	1.6%
7-11	3549	2214	5763	41.5%	36.6%	39.5%	43.6%	37.6%	41.1%
12 (High School)	3082	2273	5355	36.1%	37.5%	36.7%	79.6%	75.1%	77.8%
Some College	1414	1220	2634	16.5%	20.1%	18.0%	96.2%	95.3%	95.8%
Bachelor's	231	197	428	2.7%	3.3%	2.9%	98.9%	98.5%	98.7%
Post-Graduate	95	89	184	1.1%	1.5%	1.3%	100.0%	100.0%	100.0%
Subtotal	8545	6056	14601	100.0%	100.0%	100.0%			
Educational Certificate									
High School Diploma	N/A	3027	3027	0.0%	48.9%	20.5%	0.0%	48.9%	20.5%
GED	N/A	1067	1067	0.0%	17.2%	7.2%	0.0%	66.1%	27.8%
Trade/Vocat. Certificate	812	881	1693	9.5%	14.2%	11.5%	9.5%	80.4%	39.3%
Associate Degree	N/A	225	225	0.0%	3.6%	1.5%	9.5%	84.0%	40.8%
College Degree	N/A	70	70	0.0%	1.1%	0.5%	9.5%	85.2%	41.3%
Advanced Degree	N/A	262	262	0.0%	4.2%	1.8%	9.5%	89.4%	43.1%
Subtotal	8545	6189	14734	100.0%	100.0%	100.0%			
Educational Certificate									
None	3193	2027	5220	37.4%	32.8%	35.4%	37.4%	32.8%	35.4%
H.S. Diploma/GED	4765	3665	8430	55.8%	59.2%	57.2%	93.1%	92.0%	92.6%
Post H.S. Degree	587	497	1084	6.9%	8.0%	7.4%	100.0%	100.0%	100.0%
Subtotal	8545	6189	14734	100.0%	100.0%	100.0%			
Housing Status Night Before Intake									
Street	751	553	1304	8.8%	9.1%	8.9%	8.8%	9.1%	8.9%
Shelter	4523	2811	7334	52.9%	46.1%	50.1%	61.7%	55.1%	59.0%
Friends/Relatives	1701	1290	2991	19.9%	21.1%	20.4%	81.6%	76.3%	79.4%
Transitional	934	956	1890	10.9%	15.7%	12.9%	92.6%	92.0%	92.3%
Other	635	491	1126	7.4%	8.0%	7.7%	100.0%	100.0%	100.0%
Subtotal	8544	6101	14645	100.0%	100.0%	100.0%			
Time of Homelessness (Months)									
Average:	8.6	8.6	8.6						
Distribution (# of Months):									
<1	2272	1501	3773	26.6%	24.3%	25.6%	26.6%	24.3%	25.6%
1-3	2934	2182	5116	34.3%	35.3%	34.7%	60.9%	59.5%	60.3%
4-6	1061	806	1867	12.4%	13.0%	12.7%	73.3%	72.5%	73.0%
7-12	1012	796	1808	11.8%	12.9%	12.3%	85.2%	85.4%	85.3%
13-24	600	450	1050	7.0%	7.3%	7.1%	92.2%	92.7%	92.4%
25-48	298	176	474	3.5%	2.8%	3.2%	95.7%	95.5%	95.6%
>48	367	278	645	4.3%	4.5%	4.4%	100.0%	100.0%	100.0%
Subtotal	8544	6189	14733	100.0%	100.0%	100.0%			
Reason for Homelessness (Client Identified)									
Job Loss/Lack of Work	4414	3351	7765	52.4%	54.1%	53.1%			
Eviction	1255	991	2246	14.9%	16.0%	15.4%			
Unable to Pay Rent	3166	2346	5512	37.6%	37.9%	37.7%			
Runaway/Transient	108	71	179	1.3%	1.1%	1.2%			
Lack of Affordable Housing	2520	1600	4120	29.9%	25.9%	28.2%			
Personal Crisis	2756	2061	4817	32.7%	33.3%	33.0%			
Family Illness	253	223	476	3.0%	3.6%	3.3%			
Mental Illness	674	347	1021	8.0%	5.6%	7.0%			
Alcohol Abuse	1497	1268	2765	17.8%	20.5%	18.9%			
Drug Abuse	1479	1236	2715	17.6%	20.0%	18.6%			
Termination of Public Ass't.	326	287	613	3.9%	4.6%	4.2%			
Physical Disability	406	219	625	4.8%	3.5%	4.3%			
Divorce/Term't of Personal Rel.	1123	931	2054	13.3%	15.0%	14.1%			
Housing Condemned/Sold/Converted	187	142	329	2.2%	2.3%	2.3%			
Other	1974	1415	3389	23.4%	22.9%	23.2%			
Subtotal	8424	6189	14613	100.0%	100.0%	100.0%			

APPENDIX F: DETAILED BREAKDOWN OF JTHDP PARTICIPANT CHARACTERISTICS AND OUTCOMES

CLIENT CHARACTERISTICS	NUMBER			RELATIVE PERCENT			CUMULATIVE PERCENT		
	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL
In Labor Force (at Intake)									
Yes	3336	3280	6616	42.6%	59.7%	49.6%	42.6%	59.7%	49.6%
No	4504	2210	6714	57.4%	40.3%	50.4%	100.0%	100.0%	100.0%
Subtotal	7840	5490	13330	100.0%	100.0%	100.0%			
Ever Worked for Pay									
Yes	7811	5326	13137	99.6%	97.1%	98.6%	99.6%	97.1%	98.6%
No	29	160	189	0.4%	2.9%	1.4%	100.0%	100.0%	100.0%
Subtotal	7840	5486	13326	100.0%	100.0%	100.0%			
Currently Employed (at Intake)									
Yes	859	580	1439	11.0%	10.8%	10.9%	11.0%	10.8%	10.9%
No	6981	4787	11768	89.0%	89.2%	89.1%	100.0%	100.0%	100.0%
Subtotal	7840	5367	13207	100.0%	100.0%	100.0%			
Hrs. Worked Week Before Intake									
Average:	2.9	2.1	2.6						
Distribution (Hours):									
0	7054	5078	12132	90.0%	91.9%	90.8%	90.0%	91.9%	90.8%
1-9	65	53	118	0.8%	1.0%	0.9%	90.8%	92.9%	91.7%
10-19	114	98	212	1.5%	1.8%	1.6%	92.3%	94.7%	93.3%
20-29	159	102	261	2.0%	1.8%	2.0%	94.3%	96.5%	95.2%
30-39	134	75	209	1.7%	1.4%	1.6%	96.0%	97.9%	96.8%
40+	314	118	432	4.0%	2.1%	3.2%	100.0%	100.0%	100.0%
Subtotal	7840	5524	13364	100.0%	100.0%	100.0%			
Current/Recent Hrly. Wage									
Average:	$6.00	$6.64	$6.26						
Distribution:									
$3.99 or Less	962	289	1251	13.8%	6.1%	10.7%	13.8%	6.1%	10.7%
$4.00-$5.99	3325	2211	5536	47.8%	46.3%	47.2%	61.6%	52.4%	57.9%
$6.00-$7.99	1524	1179	2703	21.9%	24.7%	23.0%	83.5%	77.1%	80.9%
$8.00-$9.99	560	510	1070	8.0%	10.7%	9.1%	91.6%	87.7%	90.0%
$10.00-14.99	440	421	861	6.3%	8.8%	7.3%	97.9%	96.6%	97.4%
$15.00 or More	146	164	310	2.1%	3.4%	2.6%	100.0%	100.0%	100.0%
Subtotal	6957	4774	11731	100.0%	100.0%	100.0%			
Wks. Unempl./Out of Labor Force									
Average:	14.8	16.9	15.7						
Distribution									
0	1322	743	2065	17.1%	13.5%	15.6%	17.1%	13.5%	15.6%
1-9	1562	898	2460	20.2%	16.3%	18.6%	37.4%	29.8%	34.2%
10-19	1291	813	2104	16.7%	14.8%	15.9%	54.1%	44.5%	50.1%
20-25	891	654	1545	11.5%	11.9%	11.7%	65.6%	56.4%	61.8%
26	2653	2401	5054	34.4%	43.6%	38.2%	100.0%	100.0%	100.0%
Subtotal	7719	5509	13228	100.0%	100.0%	100.0%			

BEST COPY AVAILABLE

APPENDIX F: DETAILED BREAKDOWN OF JTHDP PARTICIPANT CHARACTERISTICS AND OUTCOMES

	NUMBER			RELATIVE PERCENT			CUMULATIVE PERCENT		
CLIENT CHARACTERISTICS	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL
Gross Earnings (6 Mo. Before Intake)									
Average:	$1,195	$1,014	$1,113						
Distribution:									
$0	3663	3307	6970	55.5%	59.9%	57.5%	55.5%	59.9%	57.5%
$1-$999	805	669	1474	12.2%	12.1%	12.2%	67.7%	72.0%	69.7%
$1000-$1999	630	477	1107	9.6%	8.6%	9.1%	77.3%	80.7%	78.8%
$2000-$2999	451	334	785	6.8%	6.1%	6.5%	84.1%	86.7%	85.3%
$3000-$4999	611	438	1049	9.3%	7.9%	8.7%	93.4%	94.7%	94.0%
$5000-$7499	292	200	492	4.4%	3.6%	4.1%	97.8%	98.3%	98.0%
$7500-$9999	91	51	142	1.4%	0.9%	1.2%	99.2%	99.2%	99.2%
$10,000+	53	44	97	0.8%	0.8%	0.8%	100.0%	100.0%	100.0%
Subtotal	6596	5520	12116	100.0%	100.0%	100.0%			
Sources of Income (Last 6 Mo.)									
Wage Income	2927	1957	4884	37.9%	35.4%	36.9%			
State/Local GA	1345	1303	2648	17.4%	23.6%	20.0%			
Food Stamps	2723	2182	4905	35.3%	39.5%	37.0%			
Unemployment Ins.	259	302	561	3.4%	5.5%	4.2%			
SSI	294	295	589	3.8%	5.3%	4.4%			
Social Security	96	75	171	1.2%	1.4%	1.3%			
SSDI	147	108	255	1.9%	2.0%	1.9%			
VA Compens./Pension	50	38	88	0.6%	0.7%	0.7%			
AFDC	820	593	1413	10.6%	10.7%	10.7%			
Other	889	600	1489	11.5%	10.9%	11.2%			
Subtotal	7719	5524	13243						
Sources of Income									
Government Source	3919	3315	7234	50.8%	60.0%	54.6%			
Any Source	6118	4661	10779	79.3%	84.4%	81.4%			
	7719	5524	13243	100.0%	100.0%	100.0%			
Length of Time Receiving AFDC									
1-3 Months	185	128	313	23.5%	23.0%	23.3%	23.5%	23.0%	23.3%
4-6 Months	97	71	168	12.3%	12.7%	12.5%	35.8%	35.7%	35.8%
7-12 Months	112	85	197	14.2%	15.3%	14.7%	50.1%	51.0%	50.4%
13-24 Months	115	60	175	14.6%	10.8%	13.0%	64.7%	61.8%	63.5%
25 Months to 5 Years	149	118	267	18.9%	21.2%	19.9%	83.6%	82.9%	83.3%
More than 5 Years	129	95	224	16.4%	17.1%	16.7%	100.0%	100.0%	100.0%
Subtotal	787	557	1344	100.0%	100.0%	100.0%			
Health Insurance Status at Intake									
None	5010	3343	8353	68.0%	63.4%	66.1%	68.0%	63.4%	66.1%
Medicaid	1057	820	1877	14.4%	15.6%	14.9%	82.4%	79.0%	81.0%
Medicare	207	168	375	2.8%	3.2%	3.0%	85.2%	82.2%	83.9%
Private Health Ins.	302	160	462	4.1%	3.0%	3.7%	89.3%	85.2%	87.6%
State Health Program	788	779	1567	10.7%	14.8%	12.4%	100.0%	100.0%	100.0%
Subtotal	7364	5270	12634	100.0%	100.0%	100.0%			

APPENDIX F: DETAILED BREAKDOWN OF JTHDP PARTICIPANT CHARACTERISTICS AND OUTCOMES

	NUMBER			RELATIVE PERCENT			CUMULATIVE PERCENT		
CLIENT CHARACTERISTICS	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL
Obstacles to Employment									
Lack of Day Care	906	541	1447	11.7%	9.8%	10.9%			
Displaced Homemaker	386	198	584	5.0%	3.6%	4.4%			
Pregnancy	108	68	176	1.4%	1.2%	1.3%			
Older Worker	104	78	182	1.3%	1.4%	1.4%			
Alcohol Abuse	1236	754	1990	16.0%	13.6%	15.0%			
Drug Abuse	1125	815	1940	14.6%	14.8%	14.6%			
Physical Disability	570	308	878	7.4%	5.6%	6.6%			
Mental Illness	525	385	910	6.8%	7.0%	6.9%			
Abusive Family Situation	544	389	933	7.0%	7.0%	7.0%			
Illness - Personal/Family	186	125	311	2.4%	2.3%	2.3%			
Lack of Transportation	3467	2185	5652	44.9%	39.6%	42.7%			
Dislocated Worker/Outdated Skills	970	641	1611	12.6%	11.6%	12.2%			
Minimal Work History	2467	1191	3658	32.0%	21.6%	27.6%			
School Dropout	1702	765	2467	22.0%	13.8%	18.6%			
Lack of Training/Vocat. Skills	2995	1664	4659	38.8%	30.1%	35.2%			
Limited Language Profic./English	237	117	354	3.1%	2.1%	2.7%			
Reading/Math Below 7th Grade	371	177	548	4.8%	3.2%	4.1%			
Default Government Loan	157	236	393	2.0%	4.3%	3.0%			
Legal Problem	559	398	957	7.2%	7.2%	7.2%			
Lack of Identification	852	732	1584	11.0%	13.3%	12.0%			
Offender	789	594	1383	10.2%	10.8%	10.4%			
Other Obstacles	1424	903	2327	18.4%	16.3%	17.6%			
Subtotal	7719	5524	13243	100.0%	100.0%	100.0%			
Client's Training Preference									
Remedial Education	209	208	417	4.2%	4.9%	4.5%			
Basic Education Skills	412	398	810	8.4%	9.3%	8.8%			
Basic Literacy Instruction	157	111	268	3.2%	2.6%	2.9%			
Job Search Assistance	3028	3011	6039	61.6%	70.3%	65.6%			
Job Counseling	2505	2581	5086	50.9%	60.2%	55.3%			
Job-Specific Skills	513	606	1119	10.4%	14.1%	12.2%			
Occupational Skills	607	571	1178	12.3%	13.3%	12.8%			
Work Experience	401	504	905	8.2%	11.8%	9.8%			
On-the-Job Training	513	258	771	10.4%	6.0%	8.4%			
Direct Placement Service	1722	2337	4059	35.0%	54.6%	44.1%			
No Preference	364	211	575	7.4%	4.9%	6.2%			
Other	336	231	567	6.8%	5.4%	6.2%			
Subtotal	4919	4284	9203	100.0%	100.0%	100.0%			
Received Indepth Testing									
Yes	2376	2264	4640	48.3%	53.7%	50.8%	48.3%	53.7%	50.8%
No	2543	1950	4493	51.7%	46.3%	49.2%	100.0%	100.0%	100.0%
Subtotal	4919	4214	9133	100.0%	100.0%	100.0%			
Received EDP									
Yes	3569	2262	5831	72.6%	72.8%	72.6%	72.6%	72.8%	72.6%
No	1350	846	2196	27.4%	27.2%	27.4%	100.0%	100.0%	100.0%
Subtotal	4919	3108	8027	100.0%	100.0%	100.0%			

APPENDIX F: DETAILED BREAKDOWN OF JTHDP PARTICIPANT CHARACTERISTICS AND OUTCOMES

	NUMBER			RELATIVE PERCENT			CUMULATIVE PERCENT		
CLIENT CHARACTERISTICS	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL
Positive Outcomes									
Youth Returned to FT School	22	8	30	0.4%	0.2%	0.3%			
Remained in School	58	47	105	1.2%	1.1%	1.1%			
Attained PIC-Recognized YEC	96	49	145	2.0%	1.1%	1.6%			
Entered Youth Employment Prg.	15	2	17	0.3%	0.0%	0.2%			
Entered Apprenticeship Prg.	50	12	62	1.0%	0.3%	0.7%			
Supported Empl./Sheltered Workshop	139	164	303	2.8%	3.8%	3.3%			
Entered Military	4	0	4	0.1%	0.0%	0.0%			
Completed GED/High School	65	74	139	1.3%	1.7%	1.5%			
Completed Remedial Educ. Training	43	52	95	0.9%	1.2%	1.0%			
Completed Basic Skills Instr.	92	92	184	1.9%	2.1%	2.0%			
Completed Basic Literacy	23	25	48	0.5%	0.6%	0.5%			
Completed ESL	11	11	22	0.2%	0.3%	0.2%			
Completed Occup. Training	160	226	386	3.3%	5.3%	4.2%			
Completed 1 or More Grades	51	110	161	1.0%	2.6%	1.7%			
Certific. in Vocat. Training	94	147	241	1.9%	3.4%	2.6%			
Federal Entitlements	240	276	516	4.9%	6.4%	5.6%			
Completed Treatment for Sub. Abuse	223	289	512	4.5%	6.7%	5.6%			
Completed Self-Improvement Trg.	698	1099	1797	14.2%	25.7%	19.5%			
Received Glasses/Teeth	75	83	158	1.5%	1.9%	1.7%			
Completed Parenting Class	181	100	281	3.7%	2.3%	3.1%			
Received Rental Assistance	675	616	1291	13.7%	14.4%	14.0%			
Family Back Together	146	75	221	3.0%	1.8%	2.4%			
Other	1127	741	1868	22.9%	17.3%	20.3%			
Subtotal	4919	4284	9203	100.0%	100.0%	100.0%			
Summary Assessment of Obstacles									
Displaced Homemaker	294	155	449	6.0%	3.6%	4.9%			
Pregnancy	96	65	161	2.0%	1.5%	1.7%			
Alcohol Abuse	1196	1110	2306	24.3%	25.9%	25.1%			
Drug Abuse	1003	1022	2025	20.4%	23.9%	22.0%			
Physical Disability	342	329	671	7.0%	7.7%	7.3%			
Mental Illness	655	572	1227	13.3%	13.4%	13.3%			
Abusive Family	500	309	809	10.2%	7.2%	8.8%			
Illness/Death in Family	123	119	242	2.5%	2.8%	2.6%			
Access to Workplace	2311	2102	4413	47.0%	49.1%	48.0%			
Dislocated Worker	587	590	1177	11.9%	13.8%	12.8%			
Needs Supported Employment	163	200	363	3.3%	4.7%	3.9%			
Learning Disability	120	77	197	2.4%	1.8%	2.1%			
Functional Limitations	263	222	485	5.3%	5.2%	5.3%			
Limited Social Skills	503	371	874	10.2%	8.7%	9.5%			
Lack of Training/Vocat. Skills	1987	1565	3552	40.4%	36.5%	38.6%			
Language Proficiency	175	111	286	3.6%	2.6%	3.1%			
Reading Skills	274	206	480	5.6%	4.8%	5.2%			
Defaulted on Govt. Educ. Loan	81	153	234	1.6%	3.6%	2.5%			
Legal Problems	446	428	874	9.1%	10.0%	9.5%			
Lack of Identification	579	555	1134	11.8%	13.0%	12.3%			
Offender	534	560	1094	10.9%	13.1%	11.9%			
Other	1075	1002	2077	21.9%	23.4%	22.6%			
Subtotal	4919	4284	9203	100.0%	100.0%	100.0%			

APPENDIX F: DETAILED BREAKDOWN OF JTHDP PARTICIPANT CHARACTERISTICS AND OUTCOMES

	NUMBER			RELATIVE PERCENT			CUMULATIVE PERCENT		
CLIENT CHARACTERISTICS	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL	PHASE I	PHASE II	TOTAL
Wage at Placement									
Average:	$5.74	$5.93	$5.82						
$3.99 or Less	148	15	163	6.8%	0.9%	4.2%	6.8%	0.9%	4.2%
$4.00-$5.99	1211	1013	2224	55.8%	58.3%	56.9%	62.6%	59.2%	61.1%
$6.00-$7.99	599	481	1080	27.6%	27.7%	27.6%	90.2%	86.9%	88.7%
$8.00-$9.99	126	144	270	5.8%	8.3%	6.9%	96.0%	95.2%	95.6%
$10.00-14.99	65	77	142	3.0%	4.4%	3.6%	99.0%	99.6%	99.3%
$15.00 or More	21	7	28	1.0%	0.4%	0.7%	100.0%	100.0%	100.0%
Subtotal	2170	1737	3907	100.0%	100.0%	100.0%			
Wage at 13 Weeks									
Average:	$6.08	$6.19	$6.14						
$3.99 or Less	24	4	28	3.8%	0.5%	2.0%	3.8%	0.5%	2.0%
$4.00-$5.99	312	360	672	49.0%	49.2%	49.1%	52.7%	49.7%	51.1%
$6.00-$7.99	228	259	487	35.8%	35.4%	35.6%	88.5%	85.1%	86.7%
$8.00-$9.99	47	69	116	7.4%	9.4%	8.5%	95.9%	94.5%	95.2%
$10.00-14.99	20	38	58	3.1%	5.2%	4.2%	99.1%	99.7%	99.4%
$15.00 or More	6	2	8	0.9%	0.3%	0.6%	100.0%	100.0%	100.0%
Subtotal	637	732	1369	100.0%	100.0%	100.0%			
Type of Job Placement									
Official	28	23	51	1.3%	1.3%	1.3%	1.3%	1.3%	1.3%
Professional	51	59	110	2.3%	3.4%	2.8%	3.6%	4.7%	4.1%
Technical	101	76	177	4.6%	4.3%	4.5%	8.2%	9.0%	8.6%
Sales	141	87	228	6.4%	5.0%	5.8%	14.7%	14.0%	14.4%
Office	237	234	471	10.8%	13.3%	12.0%	25.5%	27.3%	26.3%
Craft	96	67	163	4.4%	3.8%	4.1%	29.9%	31.1%	30.5%
Operative	111	68	179	5.1%	3.9%	4.5%	35.0%	35.0%	35.0%
Laborers	525	429	954	24.0%	24.5%	24.2%	59.0%	59.5%	59.2%
Service	852	659	1511	39.0%	37.6%	38.4%	97.9%	97.1%	97.6%
Day Labor	18	16	34	0.8%	0.9%	0.9%	98.8%	98.0%	98.4%
Other	27	35	62	1.2%	2.0%	1.6%	100.0%	100.0%	100.0%
Subtotal	2187	1753	3940	100.0%	100.0%	100.0%			
Type of Job at 13 Weeks									
Official	12	9	21	1.9%	1.2%	1.5%	1.9%	1.2%	1.5%
Professional	16	32	48	2.5%	4.4%	3.5%	4.3%	5.7%	5.0%
Technical	33	29	62	5.1%	4.0%	4.5%	9.4%	9.7%	9.6%
Sales	45	37	82	7.0%	5.1%	6.0%	16.4%	14.8%	15.5%
Office	84	113	197	13.0%	15.6%	14.4%	29.4%	30.3%	29.9%
Craft	27	28	55	4.2%	3.9%	4.0%	33.6%	34.2%	33.9%
Operative	30	36	66	4.6%	5.0%	4.8%	38.2%	39.2%	38.7%
Laborers	138	147	285	21.4%	20.3%	20.8%	59.6%	59.4%	59.5%
Service	250	276	526	38.7%	38.1%	38.4%	98.3%	97.5%	97.9%
Day Labor	8	3	11	1.2%	0.4%	0.8%	99.5%	97.9%	98.7%
Other	3	15	18	0.5%	2.1%	1.3%	100.0%	100.0%	100.0%
Subtotal	646	725	1371	100.0%	100.0%	100.0%			
Last Housing Status									
Street	457	76	533	7.8%	2.1%	5.6%	7.8%	2.1%	5.6%
Shelter	1826	938	2764	31.1%	25.4%	28.9%	38.9%	27.5%	34.5%
Transitional Housing A	764	832	1596	13.0%	22.5%	16.7%	51.9%	50.0%	51.1%
Transitional Housing B	209	265	474	3.6%	7.2%	5.0%	55.4%	57.2%	56.1%
Friends/Relatives	1086	394	1480	18.5%	10.7%	15.5%	73.9%	67.8%	71.6%
Independent	1394	1122	2516	23.7%	30.4%	26.3%	97.6%	98.2%	97.9%
Other	140	65	205	2.4%	1.8%	2.1%	100.0%	100.0%	100.0%
Subtotal	5876	3692	9568	100.0%	100.0%	100.0%			

☆ U.S. GOVERNMENT PRINTING OFFICE:1994-301-227/14352

[illegible]

THIRD CLASS MAIL

[illegible]

292